DOCUMENT RESUME

ED 193 503 CE 026 959

TITLE	Hearings on the President's Youth Education and Employment Initiative. Hearings Before the Subcommittee on Elementary, Secondary, and Vocational Education of the Committee on Education and Labor, House of Representatives, 96th Congress, Second Session, on H.R. 6711. Hearings Held in Washington, D.C. on February 25, 26, 27, 28: March 3, 4, 5, 6, and 13, 1980.
INSTITUTION	Congress of the U.S., Washington, D.C. House Committee on Education and Labor.
PUB DATE	80
NOTE	940p.: Not available in paper copy due to small print.
EDRS PRICE	MF06 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS	Business: Economically Disadvantaged: *Educational Legislation: Elementary Secondary Education: Employment Programs: Federal Legislation: Job Training: Minority Groups: Needs Assessment: Policy Formation: Position Papers: Public Policy: *Remedial Programs: Unemployment: Vocational Education: *Youth Employment: *Youth Programs
IDENTIFIERS	*Elementary Secondary Education Act: *Youth Act 1980

ABSTRACT

These congressional hearings contain testimony given in Washington, D.C. at nine hearings pertinent to the H.R. 6711 (Youth Act of 1980) and H.R. 6897 (Amendments to the Elementary Secondary Education Act of 1965). (These are bills to extend the authorization and improve youth training and employment programs, to extend the authorization of the private sector initiative, and to authorize intensive and remedial education programs for youths.) Statements, letters, and supplemental materials provided by seventy-three individuals and organizations are included. Organizations represented include (1) various city and state departments of education, (2) The National Education Association, (3) The American Vocational Association, (4) The American Association of School Administrators, (5) The American Federation of Teachers, (6) The League of United Latin American Citizens, (7) The National Council on Employment Policy, (8) The Council of the Great City Schools, and (9) The International Reading Association. Texts of H.R. 6711 and H.R. 6897 are provided. (MN)

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HEARINGS ON THE PRESIDENT'S YOUTH EDUCATION AND EMPLOYMENT INITIATIVE

HEARINGS

BEFORE THE

SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

NINETY-SIXTH CONGRESS

SECOND SESSION

ON

H.R. 6711

TO EXTEND THE AUTHORIZATION OF YOUTH TRAINING AND EMPLOYMENT PROGRAMS AND IMPROVE SUCH PROGRAMS, TO EXTEND THE AUTHORIZATION OF THE PRIVATE SECTOR INITIATIVE PROGRAM, TO AUTHORIZE INTENSIVE AND REMEDIAL EDUCATION PROGRAMS FOR YOUTHS, AND FOR OTHER PURPOSES

HEARINGS HELD IN WASHINGTON, D.C., ON
FEBRUARY 25, 26, 27, 28; MARCH 3, 4, 5, 6, AND 13, 1980

Printed for the use of the Committee on Education and Labor

CE026 959

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HEARINGS ON THE PRESIDENT'S YOUTH EDUCATION AND EMPLOYMENT INITIATIVE

MONDAY, FEBRUARY 25, 1980

House of Representatives,
Subcommittee on Elementary, Secondary,
and Vocational Education,
Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:25 a.m., pursuant to call, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Members present: Representatives Perkins, Ford, Miller, Corrada, Kildee, Hawkins, Kogovsek, Goodling, Buchanan, Erdahl, and Hinson.

Also present: Representative Petri.

Staff present: John F. Jennings, counsel; Nancy Kober, staff assistant; Richard DiEugenio, minority legislative associate; and Jennifer Vance, minority senior legislative associate.

Chairman **Perkins**. This morning the Subcommittee on Elementary, Secondary, and Vocational Education is commencing hearings on the President's youth education and employment initiative. We have also invited the members of the Subcommittee on Employment Opportunities to sit with us today since that subcommittee will handle the CETA portion of this legislation.

Today's hearing is a momentous occasion indeed. President Carter has reaffirmed his commitment to education by proposing this major new domestic program and by backing it up with substantial funding in his budget. I highly commend the President for recognizing the importance of well-educated and employable youth to the strength of our country in this decade.

I know that this iniative is a top priority for the President this year. I am pleased that the President has seen fit to focus on education in this way and will look forward to our subcommittee working with the administration on this proposal.

Today's hearing is noteworthy for another reason. Since the President first announced this legislation on January 10, we have all been eagerly awaiting this opportunity to discuss its provisions with a representative of the administration.

I could not be more delighted that Secretary Hufstedler is that representative. This will mark her first appearance before this subcommittee. Her qualifications speak well for the administration, and I hope to have a long and fruitful association with her as our new Secretary of Education.

The committee has given this issue of youth unemployment very thorough study. Last year this subcommittee conducted 2 days of

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joint hearings on the issue with the Subcommittee on Employment Opportunities. That subcommittee also conducted 8 days of its own hearings. Additional hearings were held in January and February of this year by the Subcommittee on Elementary, Secondary, and Vocational Education on the problems of secondary schools.

I would also like to point out that Chairman Gus Hawkins and I asked a number of distinguished experts to write papers on youth unemployment for our subcommittee. These papers have been printed as a resource document and are now available to the members and to the public.

Mr. HAWKINS. It is a pleasure to welcome you here this morning, Madam Secretary, before the subcommittee to hear perhaps in more detail about the education portion of the adminstration's youth initiative. You must bear with us, however, for although we have read accounts of this initiative in the press and had some discussions with members of your staff as to general concepts, we have only recently examined specifications made available to us and have yet to see any legislative language. Without a bill before us we may ask some questions that indicate that we simply are not familiar with what you are proposing, and we will, of course, appreciate any clarity that you can provide on these issues.

If some of the questions seem critical, it obviously is not because we do not share your concern with the massive problem we are attempting to confront, but because we may not agree on the best method to solve the problem. For example, from the document made available to us, the purpose of this whole initiative seems to be to improve basic skills and the "future employability of disadvantaged youth." I feel that I am more concerned, perhaps, with the immediate employment prospects for many young people.

It is our assumption that both titles of this initiative were developed in a collaborative manner and, therefore, I may address some questions to you about the employment portion, especially how the two portions complement each other and will be coordinated at the local level.

Some of my concerns include what impact will be made to change the education institutions, what different services will be provided, why has this not been done before, and why can it not be done through existing programs?

With that brief explanation of my concerns, I want to again welcome you before us and trust that we will be able to accommodate each other's views and through the committee process reach an accord on legislation that can move through the Congress and assist our young people in finding jobs.

It is a great pleasure for me to introduce you, Judge Hufstedler, for your first appearance before the House Committee on Education and Labor. I hope I have that opportunity many more times in the future.

You may proceed in any way your prefer. You have prepared remarks that you want inserted in the record, and without objection they will be inserted in the record. You may proceed at this time in any manner that you prefer.

[The prepared statement of Secretary Hufstedler follows:]

Prepared Statement of Shirley M. Hufstedler, Secretary of Education

I. Introduction

Chairman Perkins, Members of the Committee, it is a great personal privilege to present to you today the President's proposed Youth Act of 1980. This program, the culmination of more than a year's thought and work, addresses a wide range of issues that concern our nation's young people as they seek to make the transition from school to work. President Carter has repeatedly expressed his interest in this area, as have the members of this Committee. Now that the time for action is at hand, Secretary Marshall and I are both pleased and proud that our Departments have been given joint responsibility for developing and overseeing this important legislation.

Secretary Marshall will be appearing shortly before the Congress to present the Labor title of the Youth Act, but I thought it would be helpful for me to say a few words about Labor's program today so that you can understand the relationship between the two titles. Before doing so, I want to comment on the extraordinary process of collaboration that has led to the introduction of this joint bill.

That process really began with the passage of the Youth Employment and Demonstration Projects Act of 1977. In that legislation, Congress set aside 22 percent of the funds in the largest of the demonstration titles for programs to be jointly designed by prime sponsors and local educational agencies. Not only did the 22 percent set-aside evoke an unprecedented dialogue between the two systems at the local level, it also prompted a noteworthy spirit of interagency collaboration in Washington. That spirit was strengthened over the past year as our two agencies, along with many others, participated in the work of the Vice President's Task Force on Youth Employment. Through its careful analysis of the problem, its review of past and present Federal programs, and its search for promising solutions, the Task Force helped us all to understand the need for a fully coordinated education, training, and employment strategy. Only through such a strategy can we make significant progress in overcoming unemployment among young people.

Because of this long and fruitful process of collaboration, the two programs being discussed today are not separate in any real sense. There is a basic division of responsibility between them, with the Education title focusing primarily on those youth who are still in school, while the Labor title focuses primarily on those who are not. But they have several points of intersection -- such as the continuing provision of Labor funds to pay the wages of in-school youth participating in work experience programs. The programs also have a set of shared principles. Both emphasize the importance of strong private sector participation. Both establish clear performance standards for program participants as well as for service providers. Both adopt funding strategies designed to concentrate resources on those urban and rural communities where the need is greatest. Finally, both include linkage mechanisms which will promote cooperative planning and implementation between the two systems at local, State and Federal levels.

II. An Overview of the Youth Employment Problem

As Members of Congress, problems facing American society are brought forcibly and repeatedly to your attention. Yet I would venture to say that few, if any, of the problems before you are as far-reaching or as fundamental as the one that we are concerned with today. Simply put, much of a whole generation of disadvantaged young people are not prepared for, and therefore cannot find, work. Unless we improve their skills now, their prospects for the future are bleak.

If we do not act to assist them, huge numbers of these youngsters will never successfully enter the labor force. They will begin the long, slow slide into chronic joblessness, poverty and despair. Every year of delay in attacking this problem sends another wave of young people down that dismal path. And with each succeeding wave, long-term solutions become more difficult, and long-term costs much greater.

The loss in human terms is, of course, incalculable. How can we measure the hopelessness felt by hundreds of thousands of young people who want work but can't find jobs, who want jobs but aren't prepared? What price can be set on the waste of their potential, the destruction of their self-esteem?

But the nation as a whole also pays a terrible price for failing to help these young men and women. Perhaps we can estimate the taxes required for welfare, unemployment and social services. But what figure could measure the disruption and instability that breed on their frustration and anger? How shall we calculate the loss to the productive life of the nation of so much talent, so much energy?

There are no simple answers to those questions. Productive work is so essential to our individual and collective lives that its absence involves costs beyond counting. The preparation of the young for meaningful work is one of the most important responsibilities of any society.

We have given that responsibility primarily to our schools. A basic tenet of our system has been that better education means better jobs and fuller participation in the national life. Generations of Americans have believed that promise and have looked to the public schools to free them from poverty and cultural isolation.

In our concern with today's problems we tend to forget that the promise has been very largely kept. Our secondary schools have been great engines of upward mobility for millions. They still are. High rates of youth unemployment are not the result of a general breakdown in our secondary school system, but rather of some fairly limited and specific areas of failure. The great majority of American youth are moving from the classroom to the work place with or without temporary bumps. The problem is that significant and growing numbers of disadvantaged youngsters are being left behind or left out altogether.

III. Hidden Dimensions of the Problem

Severe youth unemployemnt is a much narrower problem than is sometimes realized. In 1977 less than 10 percent of the 16-24 year olds were out of work for 15 weeks or more, but those young people accounted for fully 75 percent of total youth unemployment during that year.

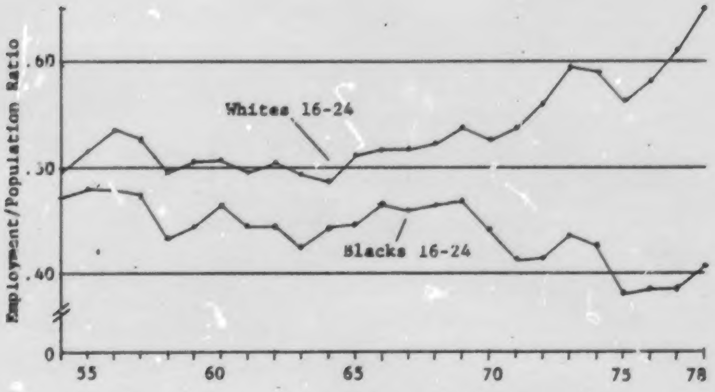
What do we know about the composition of that relatively small group of young people who account for so large a share of the unemployment problem? We know, first, that they are poor. Second, we know that although they are disproportionately black and Hispanic, the majority are white. And third, we know that they are heavily concentrated in central city neighborhoods and in impoverished rural communities.

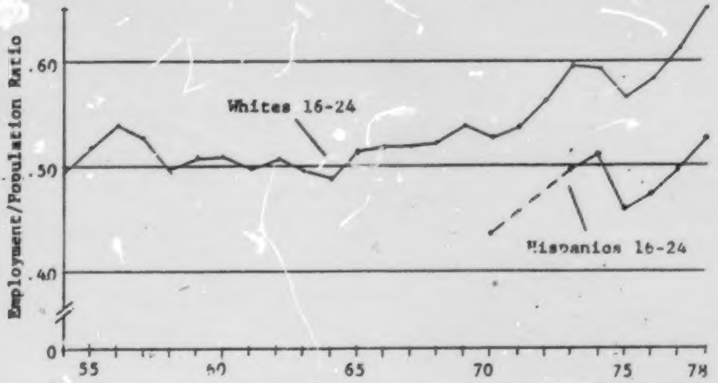
Although whites outnumber blacks among those youth who were out of work 15 weeks or more, a comparison of total employment statistics provides stark evidence of the disproportionate burden that blacks bear. As the accompanying chart indicates, twenty-five years ago the percentage of young people with jobs was nearly the same for both groups. Since the mid-fifties however, the percentage of white youth who are employed has risen steadily from 50 percent to 65 percent, while the percentage of employed black youth has fallen from 47 percent to 40 percent.

WHO'S LOSING GROUND?

Employment/Population Ratios Over 25 Years

1954-1978





If poor youth and black youth clearly suffer a disproportionate share of unemployment, so do high school dropouts. Their unemployment rates run two to three times those of high school graduates. Although the educational attainment gap separating blacks from whites has narrowed, the same is not true for Hispanics. Their dropout rate remains around 40 percent and, so long as this is true, they will continue to be seriously disadvantaged in the labor market.

Finally, a word about the special employment problems of women. Although they generally enter the labor market slightly ahead of men, average wages for women are only 61 percent of those for men by age 25. This suggests, among other things, the persistence of occupational stereotyping -- as evidenced by the fact that 70 percent of the 16-19 year old women in the work force hold clerical or service jobs. The effects of this stereotyping cut two ways, limiting options and choices for men as well as women by depressing wage levels across entire occupations.

If these groups -- the poor, minorities, dropouts, women -- are the ones most at risk, what can be done to improve their prospects? When the Vice President's Task Force asked that question of employers in roundtable discussions in five cities, the most frequent answer concerned the importance of basic employability skills. As our economy becomes increasingly technical and professional, basic employability skills -- not simply functional literacy and mathematical skills, but positive work habits as well -- become essential even for entry level positions.

IV. The Role of Education

This analysis of the problem of youth unemployment underscores the crucial importance of education in improving the employability prospects of those young people most seriously affected. The key contribution that education can and must make is to help all of our young people acquire the basic skills that are increasingly a prerequisite for entering the work force.

Delivering basic skills is the primary function of our schools, and it is a job that most American schools do well. Our national literacy rate has risen over the past two decades, and on most international comparisons of educational achievement American youngsters more than hold their own. But we all know that there is an enormous gap between our highest achieving schools and our lowest. Obviously, the performance of those secondary schools serving our least advantaged young people leaves much room for improvement.

Fifteen years ago an education-minded President and a forward-looking Congress -- led by this Subcommittee, Mr. Chairman -- worked together to enact a landmark bill aimed at reducing the gap between the schools serving our most privileged and our most disadvantaged students. I refer, of course, to the Elementary and Secondary Education Act, and more particularly to Title I. After some initial rough spots, we now know that Title I works. Compensatory education programs have proven their ability to help disadvantaged youngsters achieve at or above grade level.

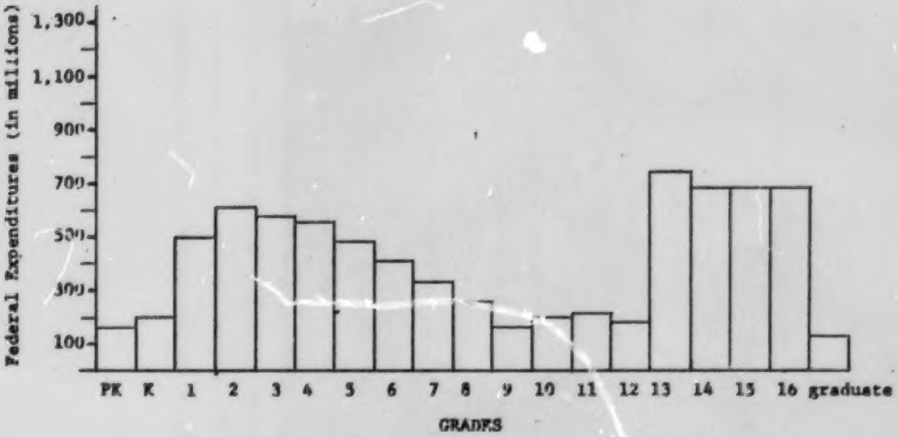
We also know, however, that the very real gains that Title I youngsters show in grades one through four can be lost if those programs are not sustained into the upper grades. Unfortunately, since funds have not been available under Title I to provide comprehensive coverage across all grade levels, most school districts have understandably chosen to focus these resources on younger children. Last year less than 20 percent of Title I funds were spent at the junior and senior high school level, and fewer than 1% of the nation's high school students were enrolled in compensatory programs.

Title I funds are not alone in having gone largely to younger children. As one can see from the attached chart, when we compare the total of all Federal dollars spent to improve elementary education for poor children with the total spent on poor children in secondary schools, the results are telling: $3.2 billion for children in grades K-6; $1.2 billion for children in grades 7-12.

From the chart you will also note that expenditures rise again for poor youngsters who go on to post-secondary programs. The Congressional Budget Office last year calculated that we spend $3046 per year on each low income young person who goes on to college, but only $231 on each low income high school student. For each young person who graduates from high school but does not go on to college, we invest only $161 per year for additional education and training.

Federal Education Expenditures

For Young People With Special Needs - FY 1979



Mr. Chairman, we must redress that imbalance, and we can do so most profitably by investing in programs that enhance the basic and employability skills of disadvantaged junior and senior high school students. The program model for improving basic skills among secondary students must be different from that for elementary students. We cannot simply expand programs designed for 8-year olds and expect them to meet the needs of 16-year olds. The problems are fundamentally different. Michael Timpane, Acting Director of the National Institute of Education, recently made the following point: "As students progress into the secondary school years, literacy skills will be achieved only if the student sees a connection with his/her life plans and opportunities. Rote drills or simple remedial exercises become less appropriate and effective; and the problems of motivation come to dominate the quest for literacy."

We already have many examples, from all across the country, of locally designed programs which respond to the motivational needs of young people. Most of these combine intensive work in the basic skills with various forms of work experience and occupational counseling and development. The Youth Employment and Demonstration Projects Act has taught us a good deal, as have programs like Upward Bound.

We have also learned much about how to reach youngsters who have left school and attract them into special programs that will greatly improve their chances of finding work.

Experience gained in all these demonstrations indicates that such programs are especially effective with older students, and that they work best when schools have close ties with local employers. We need to help more schools and more students make use of these valuable lessons.

In short, while we are faced with serious and difficult problems, they are fairly limited and specific ones; and we have at hand the resources and the knowledge to successfully combat them. All we need is the will to meet the challenges and mechanisms equal to the task. President Carter has repeatedly expressed this Administration's will to meet the challenges. In the Youth Act of 1980, the Administration proposes the mechanism.

V. Main Features of the Youth Education and Training Program

The Youth Education and Training Program is a comprehensive proposal to improve the basic educational and employment skills of a nation's youth. It addresses the needs of young people and of their potential employers. It offers assistance to students in both junior and senior high schools -- as well as those who have left school. It seeks to expand and coordinate existing services while simultaneously drawing on local knowledge and creativity to develop new ones. It stresses long-range planning, strong links between school and community, and strong incentives based on performance.

Mr. Chairman, you have already received the technical specifications for the education title of the proposed legislation. Except to the extent that you have specific questions about the details of the legislation, I would prefer to use our time today to highlight the most important features of our program and to explain the rationale underlying those elements.

The real keys to the education title of the Youth Act are strengthening the classroom experience and linking the classroom with the world of work. Therefore, our first major goal is that each school place an overriding emphasis on the development of basic skills and employment skills. Secondary schools funded under the Act will design programs to equip their students with the skills necessary to get and hold a job. At the junior high level, we envision that basic skills instruction will dovetail with work exploration programs. These will help to familiarize students with the expectations and requirements of the work world, as well as with the diversity of occupations. At the high school level not only will students continue to receive job information, we anticipate that most will participate in work experience programs. Preferably these will be arranged through the private sector, but they will be funded through CETA, if necessary. Students will also benefit from intensive job counseling, development, and placement services to help them obtain employment or further education upon graduation.

For high school youngsters, we believe there should also be opportunities for participation in occupational skills training programs based on realistic assessments of local labor market demand. One quarter of the program's formula funds will flow to local districts through the sole State agency for vocational education. Eligible high schools may apply for vocational funds if they can demonstrate that the activities they wish to support with these funds are closely linked with their basic skills programs. Each local district must spend between 15 and 30 percent of its vocational funds on services targeted to 16-19 year old CETA-eligible dropouts. This provision will enable schools and

CETA prime sponsors to mount collaborative programs to help dropouts. Hopefully, many of these youngsters can complete the requirements for a high school diploma while receiving subsidized training and employment.

To better understand how the education and labor pieces of this program will work together to serve both in-school and out-of-school youth, it might prove useful to review the services made available under each program to young people of differing ages. The chart that follows depicts the responsibilities of each Department. For example, if education services for in-school junior high youth are to dovetail with career information, counseling and summer work opportunities provided by the prime sponsor, there will need to be substantial coordination at the local level. We have attempted at every step in the process to build in such coordination. The prime sponsor must be represented on the School Site Council, as well as on the district-level Education-Work Council. The Private Industry Council must sign off on any plans involving the development of occupational skills training. And the local educational agency must develop a joint agreement with the prime sponsor before any education incentive funds from the Labor side can be spent. This represents a substantial but necessary requirement for consultation and joint planning. We are dealing with two complex systems; strong linkages must be forged if their programs are to work in tandem at the local level.

Youth Act of 1980
Services Provided to Participants Ages 12-21

Department of Education:Services

In School Youth

Junior High

- Basic skills training
- Employability skills training
- Career counseling
- Summer work opportunity information

High School

- Basic skills training
- Vocational education
- Employability skills training
- Career counseling
- Occupational training

Out of School Youth

- Vocational education and skills training
- Alternative school programs
- Basic skills training

1982 Funding Level: $1.0 Billion

Department of Labor:Services

14-15 Year-old Youth

- Summer youth program work experience
- World-of-work skills
  - — Career exploration
  - — Occupational information

16-18 Year-old Youth

- Work experience
- Part-time work
- Summer youth program
- Vocational training
- Support services (e.g., day care, transportation)
- School-to-work transition information (e.g., placement guidance, testing)
- Labor market information
- Career guidance in conjunction with a local education agency

19-21 Year-old Youth

- Work experience
- On-the-job training
- Vocational training
- Basic skills training

1982 Funding Level: $1.8 Billion

The second major element in the proposed program is a highly targeted formula for distributing funds. The allocation process itself is in some ways similar to the Title I process with which you are all familiar: the money flows first to the States on the basis of a poverty formula; then to the neediest districts within those States; and then only to schools within those districts which have substantial concentrations of poor children. Because the formula we are proposing is so highly targeted, we recognize that there will be some schools whose needs are great but whose districts will qualify for little or no funding. We are therefore proposing that each State receive a supplemental grant to enable it to meet the need of schools not adequately reached by the basic formula. The States will also fund programs for migrant youth and for institutionalized neglected and delinquent youth. Programs for needy schools in the Territories, and for schools administered by the Bureau of Indian Affairs, will be funded out of a Federal set-aside.

The decision to adopt a highly targeted funding formula is a natural outgrowth of the analysis of the problem alluded to earlier. Virtually all of those who have looked at the youth employment problem in recent years agree that the government should concentrate its resources on those in greatest need -- especially those in our central cities and impoverished rural communities. Although poverty may not be a perfect predictor of youth unemployment, it is the best indicator we have, better even than the adult unemployment rate in a given community.

Once we have targeted the neediest youngsters, we must supply sufficient resources over a long enough period of time to make a real difference. As we have learned from our Title I experience, the earlier the intervention, the more effective the treatment. In this program we are trying to reach those youngsters who have been dropped,or were never reached,by Title I. That is why we are encouraging school districts to concentrate at least half of their resources on junior high school youngsters. We know we can be more effective in preventing dropouts by reaching young people before they become totally discouraged and alienated from school.

The third key element of the program is the role of the local educational agency in determining eligible schools and in awarding operating grants to those schools with the highest quality plans. The local educational agency will be responsible:(1) for rank-ordering its schools on the basis of need, as defined by locally determined poverty and achievement criteria; (2) for awarding planning grants to the neediest of those schools; and (3) for awarding operating grants to those schools which have developed more promising plans. The local educational agency will establish criteria by which to judge school plans, and it will appoint a broad-based Education-Work Council to review the plans and offer advice. The superintendent and the school board, however, must ultimately select the schools to receive operating funds. Operating grants will be for three years; schools which meet or exceed their goals at the end of that period will be preferred candidates for renewal.

The decision to vest funding discretion at the State and local levels represents a very significant departure from the Title I model, as does the next key element: the requirement that every eligible school seeking funding under this program must develop a locally initiated school-wide plan. Each school plan must demonstrate how it will use all of its resources to raise basic skills levels, to reduce absenteeism and dropout rates, and to enhance the employment prospects of its students. The plan will be developed by the school principal in consultation with a School Site Council composed of teachers, parents, and representatives from business, labor, the prime sponsor, and community based organizations.

Our decision to emphasize planning at the school building level, and then local or State decisions on the quality of that planning, derives from a belief that the most essential ingredient for success will be the active involvement and support of those who must carry out the program. There is now a substantial body of evidence to support this proposition, including a major study of 300 projects funded under four different Federal programs. The study's authors sought to determine under what conditions Federal programs can and do succeed. They found that the most important factors for program success are those closest to the school and classroom level, including the following:

- strong administrative support, especially from the principal;
- strong and continuous teacher involvement in program development and implementation;
- a powerful sense of commitment and efficacy among teachers, i.e. a belief that what they do makes a difference in terms of how students perform;

If these are, in fact, variables that make a difference -- and common sense as well as research suggests they are -- then this program is well-designed for success. It allows substantial discretion for locally-defined needs analysis and locally-developed solutions.

In addition to discretion at the local level, flexibility is needed at the State level to allow for unique needs not addressed by the formula. A fourth key element in this program, then, is the role we have designed for the State education agency. The States will operate directly programs for institutionalized neglected and delinquent youth, and for migrant youth. They will also administer supplemental grants for needy schools whose districts receive little or no formula funding, and will play major roles in providing technical assistance to eligible districts -- especially those in rural areas. Further, State agencies will have major responsibilities for coordination with the State employment and training systems as well as with other Federal and State categorical education programs. This will ensure that policies and programs welding together education and employment systems at State and local levels are both coherent and mutually reinforcing.

Finally, Mr. Chairman, let me speak to a critical element common to both parts of this program: the emphasis we are placing on accountability. On the education side we have designed a program that will provide substantial discretion for individual principals, in consultation with their communities, to fashion school programs tailored to local needs; and for superintendents to make funding judgments based upon locally determined criteria. The principal must establish goals and benchmarks against which his or her school's progress will be measured, and the superintendent must hold the principal to account for the school's progress.

If a funded school falls discernibly short of its goals, or falls substantially out of compliance with its own plan, it is the superintendent's responsibility under the proposed legislation to take remedial action. Similarly, the district must furnish to the State upon request the criteria by which it has awarded operating grants, and must furnish annual reports on the progress of funded schools. If a superintendent fails to take corrective action to help a faltering school get back on course, or if any pattern of non-compliance emerges, the State must intervene. I put the emphasis here, Mr. Chairman, on the responsibilities of the local and state education officials to ensure program accountability. We have our own responsibility, of course, to ensure that all applicable provisions of federal law are complied with, including civil rights provisions. But the most critical responsibility -- the accountability for seeing that young people do in fact acquire the skills necessary to compete successfully in the job market -- must rest with those closest to the service delivery level.

The strategy underlying this program, Mr. Chairman, is based upon two premises: first, that we don't have neough money to support intensive programs in *all* needy schools, at least in the first years of this program; and second, that even if we did have enough money, Federal dollars *by themselves* cannot produce change. Federal funding may be a *necessary* condition for poor schools to help their least advantaged students to become employable, but it is not a *sufficient* condition. Without strong local leadership and commitment, this program will not work; the targeted students will not be able to get the help they need; and we will have unwittingly fueled the growing cynicism about government's capacity to solve difficult problems. *This program must be made to work*. And, in my judgment, the key to making it work is to insist that local schools be funded not merely on the basis of need, but on the basis of well-developed plans -- plans that, in the judgment of those closest to the schools, offer realistic prospects for success.

VI. Conclusion

If I sound optimistic today, it is because I honestly believe that we can successfully attack the problems of youth education and employment. The members of this Committee have long since demonstrated their commitment to meeting the needs of America's youth. President Carter's commitment is unquestioned. And I assure you that every member of the new Department of Education will take to the task with enthusiasm. Together we can and will succeed.

Mr. Chairman, we must undertake this program because, in human terms, it is right to do so. But we must undertake it also in a spirit of practical necessity. To put it simply, we cannot hope to meet the future demands of our labor markets for skilled workers if we do not invest now in the basic skills of our low-income junior and senior high school students. We need not speculate about the labor force that will run our economy in the next decade, Mr. Chairman. We already know the identity and the location of the workers who will enter the labor force in 1985: they are today's seventh graders.

We know, too, that business and industry will have a shrinking pool of workers to draw from in the years ahead. If a significant portion of that pool lacks the basic skills necessary for employment, our economy will pay the price in declining productivity -- and our society will pay the price in increased dependency.

None of us here believes that the problems of youth employment and education will be solved overnight. We face a long and difficult process; one given shape by thousands of small struggles, as teachers across the country work to pull individual students back from the brink of failure. Not every struggle will be won. But each one that is won will be that most special of all victories: the salvation of human potential.

The Department of Education looks forward to many such victories in the years ahead. We are proud to be a part of this great effort. We are anxious to begin.

STATEMENT OF HON. SHIRLEY M. HUFSTEDLER, SECRETARY OF EDUCATION, ACCOMPANIED BY LISLE CARTER, MIKE SMITH, PATSY FLEMING, AND ROBERT TAGGART

Secretary HUFSTEDLER. I thank you very kindly for your gracious remarks, Mr. Chairman. It is a particular honor and a privilege to appear before this distinguished subcommittee, with its very well known chairman, a champion of educational issues, to present the President's proposed Youth Act of 1980.

This program, as the chairman is well aware, is a culmination of more than a year's thought and work. It addresses a wide range of issues that concern our Nation's young people as they seek to make the transition from school to work.

President Carter has repeatedly expressed his interest in this area, as have the members of this committee. Now the time for action is at hand, and Secretary Marshall and I are both very pleased and proud that our Departments have been given joint responsibility for developing and overseeing this important legislation.

Members of this committee, like other Members of Congress, recognize the many problems facing American society. Those problems are brought forcibly and, indeed, constantly to your attention. Yet, I would venture to say that few, if any, of the problems that are before the Congress are as far reaching or as fundamental as the one that concerns us today. Simply put, much of a whole generation of disadvantaged and minority young people are not prepared for and, therefore, cannot find work. Unless we improve their skills now, their prospects for the future are bleak.

If we do not act to assist them, huge numbers of these youngsters will never successfully enter the labor force. They will begin the long, slow slide into chronic joblessness, poverty, and despair. Every year of delay in attacking this problem sends another wave of young people down that dismal path. And with each succeeding wave, long-term solutions become more difficult, and long-term costs much greater.

The loss in human terms is, of course, incalculable. How can we measure the kind of hopelessness that is felt by hundreds of thousands of young people who want to work and who cannot find jobs, who want jobs and who are not prepared to enter the work force.

The Nation as a whole, of course, pays a terrible price for failing to help these young men and women. Perhaps we can estimate the burden by calling upon the figures for taxes required to support these youngsters and ultimately their families in a chronic cycle of joblessness and dependency. But what figure could we use to measure the disruption and instability that breed on that frustration and anger of these young people. How can we calculate the loss to the productive life of the Nation of so much talent and so much energy?

We recognize that there are no simple answers to these questions. Productive work is so essential to our individual and collective lives that its absence involves costs beyond counting. The preparation of the young for meaningful work is one of the most important responsibilities of our society.

We have given that responsibility primarily to our schools. A basic tenet of our system has been that better education means better jobs and fuller participation in the national life. Generations of Americans have believed that promise and have looked to the public schools to free them from poverty and from cultural isolation.

In our concern for today's problems we tend to forget that by and large those promises of public education have been kept. Our secondary schools are still great engines of upward mobility for millions. But high rates of youth unemployment are not the result of a general breakdown in our secondary school system.

The great majority of American youth move rather easily from classroom to the workplace despite some temporary bumps. The problem is that a significant and growing number of disadvantaged youngsters are being left behind or left out altogether.

Thanks in large part to the work of the Vice President's Task Force on Youth Employment and the National Commission on Employment Policy over the last year, we now have answers to some of the key questions. Who are these young people, and why are they being left out or left behind?

The answers come, actually, as no great surprise. The young people most at risk are the children of the poor, a disproportionate number of whom are minorities. They are failing to enter the labor force because they lack basic skills, including the ability to read, to write, and to compute, and because they lack positive work habits.

A few statistics will highlight the problem. Twenty-five years ago, the percentage of young people who were employed was nearly identical for young blacks and young whites. Today, while 65 percent of young whites are employed, only 41 percent of young blacks are employed. Poverty is nevertheless the common denominator for the unemployability of youth. Poor white youths, for instance, are twice as likely to be unemployed as their middle-class counterparts.

For high school dropouts, the problem is even worse. They are nearly three times as likely to be unemployed as those who graduate. Hispanics are especially hard hit in this group because almost 40 percent of young Hispanics fail to complete high school. The problem is very real, however, for all groups. In New York City, for example, the dropout rate is 45 percent citywide.

Dramatic as these statistics are, they serve only to underline the problems that most of us understand intuitively. What is more surprising, and in many respects more hopeful, is that within each disadvantaged group of young people the problem is much more narrowly focused than is generally supposed.

Unemployment statistics tend to obscure the fact that unemployment is highly concentrated among a few who never seem to find work. In fact, 75 percent of total unemployment among our young people is accounted for by less than 10 percent of the population suffering long periods of joblessness.

Such concentration means that a program carefully targeted to meet the needs of the key group can produce much greater results, at much lower costs, than might at first be supposed. This is especially true since employers tell ustime and again that the key problems for these youngsters are lack of basic educational skills and positive work attitudes. The fact is, we have learned a great deal about how our schools can successfully attack those very problems.

It is obvious that illiteracy seriously cripples a young person for entry into the job market. In our increasingly complex society, employment opportunities for those with poor skills are shrinking daily, and competition is ever more severe. This is by no means a new problem. Fifteen years ago recognition of this long-term trend led Congress to give us the Elementary and Secondary Education Act. I refer especially to title I. We have had good results from title I. Indeed, in many respects excellent results despite some of the earlier frustrations with the program.

So far those benefits, however, have been concentrated in the early grades. Last year, less than 20 percent of title I funds were spent at the junior and senior high school levels. Fewer than 100,000 of the Nation's 11 million high school students were enrolled in compensatory programs.

We cannot redress this imbalance by cutting back on funding for the lower grades, just when those youngsters are achieving success. Nor can we simply expand programs designed for eight-year-olds and expect those programs to meet the needs of 16-year-olds. Instead, we must fund a new effort for secondary students, and build on the lessons learned in the lower grades. There is every reason to believe we can do that with success.

Furthermore, the prospects of upgrading employment skills and attitudes are also bright. We have learned a good deal about how to do this through the Youth Employment Demonstration Projects Act and programs like Upward Bound. We have also learned a lot about reaching youngsters who have left school and attracting them into special programs that will greatly improve their chances of finding work.

Experience gained in all these demonstrations indicates that such programs will work for secondary school-age students, and that they work best when the schools have close ties with local employers. We need to help more schools and more students make use of those valuable lessons.

In short, while we are faced with serious and difficult problems, they are fairly limited and they are specific. We have at hand the resources, the experience, and the kinds of programs and knowledge to successfully attack those problems. All we need to meet the challenge is the will to do so and mechanisms that are equal to the task.

President Carter has repeatedly expressed his administration's will to meet the challenges. The Youth Act of 1980 provides the mechanism.

The act is a comprehensive proposal to improve the basic educational and employment skills of the Nation's youth. It addresses the needs of young people and their potential employers. It offers assistance to students in both junior and senior high schools, as well as those who have left school.

It seeks to expand and coordinate existing services, while simultaneously drawing on local knowledge and creativity to develop new ones. It stresses long-term planning, firm links between school and community, and strong incentives based on performance.

Precisely because it is a comprehensive proposal, the Act's two main components should not be viewed in isolation from one another. There is a basic division of responsibility, with the Department of Education focusing primarily on those who are still in school, and the Department of Labor focusing on those youngsters who are out of school. But the two programs have been designed to work smoothly together to provide a full range of services for the entire target group of young people. This is a united effort, one which will build on existing programs and structures to forge strong links between the worlds of school and work.

The members of the committee have already received a copy of the technical specifications for the proposed legislation. Rather than to go over those specifications in detail, I would like to draw your attention to the key features of the legislation and thereafter to go through some charts that I have had prepared to discuss with you some of the details of the work of that proceeding.

The first major element in the proposed legislation is the highly targeted formula for allocating funds. Program dollars will go to those urban and rural school districts with the greatest number of poor children, and within those districts only junior and senior high schools with substantial concentrations of poor and low achieving students will be eligible to participate. This tight focus will provide maximum service to that small part of the youth population that suffers most from unemployment.

Those schools which are eligible will then develop their own school-wide plans for improving the basic skills and the employment skills of their students. This locally initiated planning process is the bill's second key element. It requires each school to analyze its own strengths, weaknesses and goals, then to draw up a plan for the most effective use of Federal funds to meet those goals. The planning process must also involve people not only from the school's administration and teaching staff, but from throughout the surrounding community.

The third element in the program is that funding decisions about school plans will be primarily the responsibility of the local education agency. The local superintendent and the school board will establish criteria by which to judge school plans. They will appoint broad-based Education-Work Councils to review the plans and offer advice. But it will be the superintendent and the school boards who must ultimately decide which schools receive funding, based on the quality of the plans submitted.

Schools with promising plans that need further development may be given additional planning grants. Outstanding plans will receive 3-year implementation grants. At the end of the 3 years, renewal will depend on demonstrated ability to improve the performance of participating youth.

Each school's program will vary with local needs and with the age of its students, but each school will be expected to place an overriding emphasis on the development of basic skills and employment skills. This, the fourth key element, is in many ways the most crucial.

Junior high school programs will emphasize the attainment of basic skills and career exploration. Senior high school programs will continue to focus on basic skills and will place greater emphasis on obtaining work experience. Students will learn good work habits and job skills through cooperative education, work study, or summer job programs. At every level, schools will be required to construct their plans so that classroom work and career exploration will be mutually reinforcing. Regular academic studies must also build on the program of basic skills instruction.

The fifth key element of the program is involvement of the vocational education system in serving these young people. One-quarter of the program's funds will be distributed to local districts by the sole State agency for vocational education. Most of these funds must be spent in eligible high schools on projects closely coordinated with the basic skills activities supported by the rest of the program.

The funds must be spent so as to reach both those in school and those who have left school. Further, to insure that vocational training is targeted on areas in which jobs in fact will be available, the use of this money is tied to close cooperation with local employers.

The final element in the program design that I would like to call to your attention, Mr. Chairman, is the emphasis that we have placed on accountability. We believe that we have developed a program that will provide substantial discretion at the local level. But coupled with that discretion must come local accountability. The principal has to establish goals and benchmarks against which his or her school's progress will be measured, and the superintendent must hold the principal to account for the school's progress.

Our ultimate goal, as you can see, is to provide the resources and the flexibility that will allow each school, each community, to apply its own energy and imagination to reach disadvantaged youngsters with work-related education. Admittedly, a national problem requires elements of a national solution. That is why accountability has been stressed on both State and local levels. Overall, however, the emphasis will be upon local creativity. Diversity and experimentation have always been keys to the success of our educational system. I fully expect that they will lead to success here.

If I sound optimistic, it is because I honestly believe that we can successfully attack the problem of youth education and employment. I think it particularly appropriate that we have an opportunity to present this bill to the subcommittee today after the great victory by our American hockey team. It goes to show that those who start off behind can pull in front and win with the kind of determination that I think is characteristic of America, and of this committee. This committee has frequently surmounted significant odds, and has done so often on behalf of the disadvantaged youngsters in America.

I would now like to proceed to some charts that I have asked to have prepared. As the first chart is raised, I would like, with your permission, Mr. Chairman, to introduce the members from my Department who are here. On my far left, Dr. Lisle Carter, and next to him on my immediate left, Mr. Mike Smith; on my right Ms. Patsy Fleming, and on the far left, Mr. Robert Taggart from the Department of Labor.

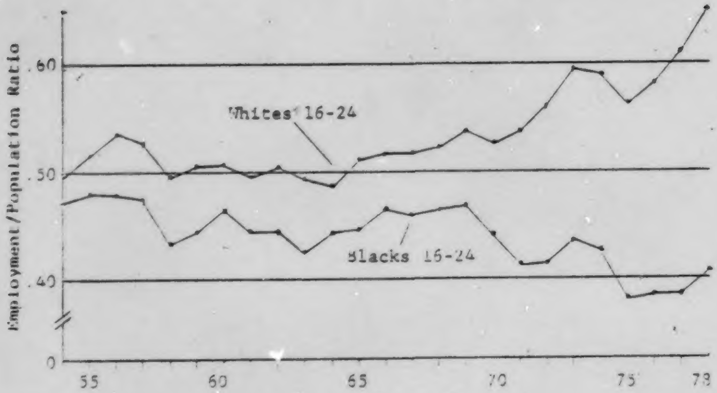
This chart, entitled "Who's Losing Ground? Employment/Population Ratios Over 25 Years," is vivid illustration of what is happening to American youth employment. The lines at the top are for white youth aged 16 to 24.

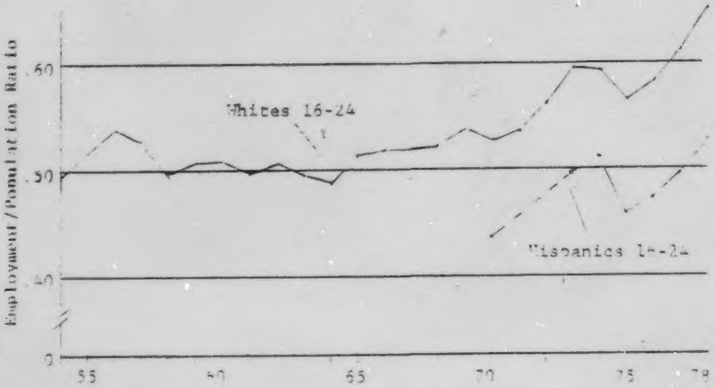
[The chart follows:]

WHO'S LOSING GROUND?

Employment/Population Ratios Over 25 Years

1954-1978





Secretary **Hufstedler**. As one can plainly see, although this selection of youth has had its ups and downs over the years, white youth 16 to 24 are now on a steady rising curve upward. We do not have figures for the entire period for Hispanic youth. But as one can see from the chart, Hispanic youth in the same age group are making progress which somewhat parallels the development of white youth employment.

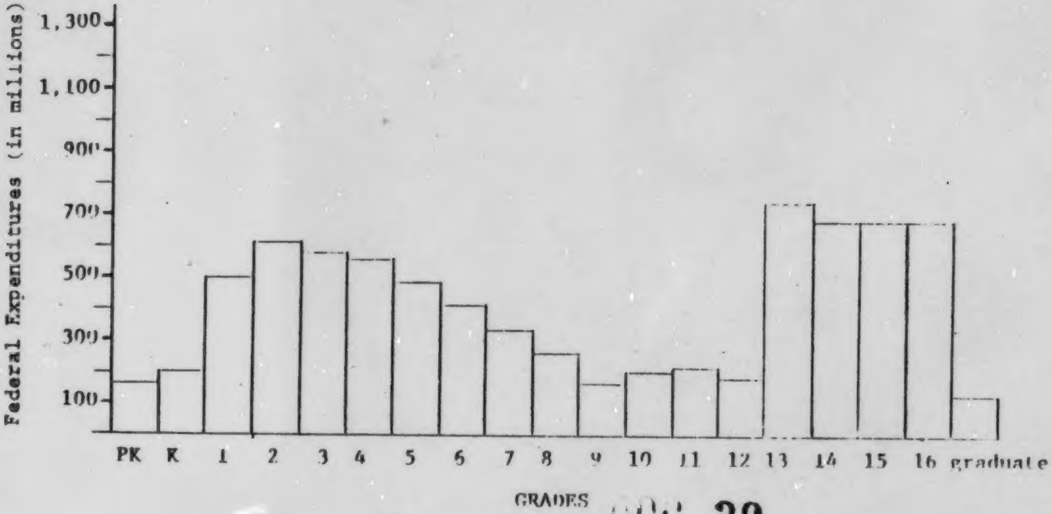
Although there is a very significant gap between the employment levels for each group, the employment pattern is similar. However, the curve representing the employment of black youth in the same age group is very discouraging. They started almost together 15 years ago. They have now spiraled down, down, down. This group of black youth has a falling rate of employment which is totally unacceptable. The only little hope here is this slight upturn very recently, which I think we can attribute to the Job Corps program and the programs of CETA.

The next chart is designed to show in bargraph what the Federal expenditures have been on various levels—prekindergarten through graduate school.

[The chart follows:]

Federal Education Expenditures

For Young People With Special Needs - FY 1979



Secretary HUFSTEDLER. I think you can see that there has been a very dramatic lack of spending with respect to the target groups of the President's Youth Act of 1980. These youngsters are almost ignored in total Federal spending. For grades K through 6, the spending level has been $3.2 billion. On the other hand, from grades 7 through 12, the Federal funding level is $1.2 billion.

Mr. FORD. Mr. Chairman, could I ask a question?

Chairman PERKINS. Go ahead.

Mr. FORD. I agree with the point you make that the chart drops way off at the 9th, 10th, 11th and 12th grades, but it frankly is higher than I expected.

When you talk about education expenditures for young people with special needs, are you including vocational education money in the 9th, 10th, 11th and 12th grades?

Secretary HUFSTEDLER. Yes.

Mr. FORD. We don't target that money for disadvantaged youth.

Secretary HUFSTEDLER. I am talking about total expenditures, Mr. Ford, for each one of these levels. The Federal spending on these age groups at this level all the way from preschool to postgraduate education.

Mr. FORD. Thank you.

Secretary HUFSTEDLER. Mr. Chairman, I do want to stress that Youth Act funds, as I mentioned, are closely targeted to reach the population most in need and most at risk. The next chart shows how funds are distributed under special Federal responsibilities, we ask for 1 percent setaside; for outlying territories and BIA schools, we also see another 1 percent setaside; we permit another 1.5 percent setaside for SEA State administration expenses in management of the program.

Of the remaining funds 87.5 percent, or $718 million, are distributed by basic formulas. Approximately two-thirds of those funds go to urban counties and approximately one-third goes to rural counties.

[The chart follows:]

Education Allocation Formula

Funds are distributed under the following authorities:

- Special federal responsibilities: 1% ($8.5 million)
- Outlying territories and BIA schools: 1% ($8.5 million)
- State administration: 1.5% ($12.5 million)

Of the remainder:

- Basic formula to high poverty counties: 87.5% ($718 million)
  - Approximately 2/3's of the funds go to urban counties
  - Approximately 1/3 of the funds go to rural counties
- State discretionary grants: 10% ($82.1 million)
- State programs for institutionalized youth and neglected and delinquent youth: 2.5% ($20.5 million)

Chairman **Perkins**. Mr. Goodling has a question at this point.

Mr. **Goodling**. On your third item there, State administration, 1.5 percent, who determines what part of that goes to vocational education?

Secretary **Hufstedler**. We have a special set-aside, Congressman Goodling, for vocational education which is over and above, and apart from that. The vocational education component on the education side of the bill is 25 percent of the 87.5 percent in basic formula grants.

The vocational education program is administered by and through the SEAs and provides vocational education services throughout the State. In the chart we are simply picking up the linkage with vocational education as it presently stands in the State.

With respect to youth in grades 10 to 12, the high schools that are participating and have become eligible through the creation of their own plans may choose to apply through the LEA's to the State vocational agency for a portion of those funds to be applied to their own in-school youth.

Mr. **Goodling**. In reading the paper that you sent up here, I thought that vocational education was part of the State administration, that 1.5 percent of the $12.5 million.

Secretary **Hufstedler**. This will be State administration expenses for the program for the SEA's. State administration is 1.5 percent of the amounts of money that are distributed to each of the States.

Mr. **Goodling**. Does everyone on the panel agree?

Mr. **Smith**. The state administration funds for vocational education at the State level would come out of that 1.5 percent.

Mr. **Goodling**. Who determines the distribution? I thought that I read that correctly, but who determines the distribution?

Mr. **Smith**. The State will work out the distribution. It will be about 25 percent. We will put that in the legislation.

Mr. **Goodling**. In some States that may prove to be a problem depending on who the education leader is in the State.

Mr. **Smith**. I understand.

Secretary **Hufstedler**. I want you to understand that the 1.5 percent is for administrative expense. It does not involve the vocational education program otherwise. I want to be clear on that.

I have now moved to the State discretionary grants. Of the educational funds distributed to each State under the program, 10 percent of those funds is set aside to be used to provide programs in those counties that are not eligible under our formula because they do not have a high enough concentration of poverty youths. This provision is intended to provide State discretion in order to fund LEAs which have high rates of poverty located in counties which, overall, do not have such high rates.

The State programs for institutionalized or neglected and delinquent youth is also a setaside from the overall funding, and that accounts for 2.5 percent of the total available funds.

The State educational agency role is shown here. The state educational agencies will supply the local educational agencies with technical assistance and, of course, that will also include the schools within the districts that are applying for funds to the LEA.

[The chart follows:]

State Education Agency Role

- Provide Technical Assistance
- Coordinate With:
  - — CETA System
  - — Other Education Programs
- Administer Program Funds For:
  - — Supplemental Formula
  - — Special Populations
  - — Vocational Education
- Provide Monitoring and Enforcement

Secretary **Hufstedler**. The State educational agency will also coordinate with the CETA system and with other educational programs. In addition, the State educational agency will administer the program funds for the discretionary items which we call on this chart the supplemental formula. In addition, it will provide accountability through monitoring and enforcement.

The local educational agency roles are really quite significant in this program because local educational agencies determine the criteria under which local schools will draw up their plans. They also will select among the eligible schools those schools that shall receive funding because they combine the highest concentration of eligible poverty youth and the best developed plans.

[The chart follows:]

Local Education Agency Role

- Determine criteria and select eligible schools
- Award planning grants
- Convene education-work council
- Coordinate with vocational education system
- Ensure participation of private school youth
- Select schools for implementation grants
- Ensure program accountability by:
  - Developing effective plans to meet special needs of students
  - Reviewing and approving performance standards set by each school
  - Coordinating with CETA prime sponsors and private industry

Secretary **Hufstedler**. The local educational agencies will also award planning grants, convene the education-work council which will provide advice and assistance throughout the planning and development process, and will coordinate with the vocational education system. The LEA also has responsiblity to determine the number of eligible youth in nonpublic schools and to work out programs for serving them.

Finally, the LEA selects the schools for implementation grants, and it also will have responsibility for assuring accountability. The LEA reviews and approves the performance standards set by each school, and it coordinates with the prime sponsors and private industry.

Here, I think, is one of the most dramatic elements of the program. It is the role of the school itself. One thing each of the success models upon which we are building this program has made very clear is that the programs work best when the persons who are going to teach the youngsters—the teachers, the parents, and people in the community—in fact draw up the plan which they are going to follow.

It requires an intense amount of joint effort among local people: unions, parents, teachers and principals. Teaching young people work skills, linking study to the work setting, and turning failure to success, requires community support. For that reason, this is a program that does not bring down the wisdom from Washington. It not only permits, but indeed requires the programs to be developed by the persons who are the most affected by the program.

[The chart follows:]

School Role

- Convene school site council
- Develop school plan
    - Establish goals and objectives
    - Design program
- Coordinate with CETA prime sponsor and private sector
- Implement program

Secretary **Hufstedler**. Therefore, the school role will be convening of the school site council. This is a support group, the infrastructure that permits all of these programs to be linked together.

The school itself develops the school plan. The school itself establishes its own goals and its own objectives to design its own program in cooperation with the support agencies represented on the school site council. It also coordinates with the CETA prime sponsor and the private sector. Again calling upon the assistance and the help of the school site council, it develops its own implementation program.

In short, it sets its own goals and its own benchmarks. As a matter of oversight thereafter the school makes sure it is meeting its own benchmarks, and the LEA's have the responsibility to see to it that they are doing that. At the same time, LEA's see to it that the schools get the help they need when they are having difficulties meeting their own goals.

I realize that the next chart is printed in small print, but I have asked to have a copy of it given to each one of you. It is designed to show you what the overall view of the Youth Act of 1980 will be when you put together the two inseparable parts of the program, the Department of Education Services component, and the Department of Labor services component.

[The chart follows:]

Youth Act of 1980
Services Provided to Participants Ages 12-21

Department of Education:Services		Department of Labor:Services	
In School Youth **Junior High**	• Basic skills training • Employability skills training • Career counseling • Summer work opportunity information	**14-15 Year-old Youth**	• Summer youth program work experience • World-of-work skills — Career exploration — Occupational information
High School	• Basic skills training • Vocational education • Employability skills training • Career counseling • Occupational training	**16-18 Year-old Youth**	• Work experience • Part-time work • Summer youth program • Vocational training • Support services (e.g., day care, transportation) • School-to-work transition information (e.g., placement guidance, testing) • Labor market information • Career guidance in conjunction with a local education agency
Out of School Youth	• Vocational education and skills training • Alternative school programs • Basic skills training	**19-21 Year-old Youth**	• Work experience • On-the-job training • Vocational training • Basic skills training

Secretary **Hufstedler**. On the Department of Education Services side, we remember, of course, that we are dealing primarily, although not entirely, with in-school youth from junior high school to high school.

For our in-school junior high school youth the primary purposes of the program are to develop basic skills training; to develop employability skills training; to give career counseling; and summer work opportunity information.

We recognize from a lot of work that has already been done that where we begin to lose the youngsters that we never caught in title I is in junior high school. It is the place where you can get the most results.

We have asked in our design that 50 percent of the targeted funds be spent on junior high school youth. It is here that the youngsters can have not only peer teaching, but intensive teaching in content areas throughout the whole school to develop the basic skills component of the program. It is here that young people must be given the opportunity to realize what the world of work is about, what careers mean, what kinds of options and opportunities there are for both young men and women in the community. It is in junior high school that we can create an atmosphere of relevance so that students can understand what they are learning and what the world holds for them.

The second component is the high school component. Here again we reinforce the basic skills training. We give the high schools the option to offer the young people vocational educational training using the vocational education system, as well as employability skills training, career counseling, and occupational training.

In each high school unit there will be actual work for the youngster. That work is not designed, as some of our earlier programs have been, simply to put dollars in the pockets of the young, but rather that work experience has to be directly overseen and correlated with the youngster's learning experience, so that one reinforces the other.

We know that the key here is motivation, and the motivation we hope to provide is the skills training and work experience related to the classroom.

We have an additional component which is for out-of-school youth. However, these young people do not come to us except through the Department of Labor services finding these young people and helping them find a way back into school. When these youngsters find their way back into school with the help of the Department of Labor, then the Education Department's programs pick them up and give them the kind of career training service, guidance and skills that are available in the regular school system.

Also, there will be available alternative school programs and additional services that are going to be worked out by local communities to meet the special needs of the young people in that community, and to find jobs.

The Department of Labor services serve essentially out-of-school youth, except that the CETA money will be used to pay for summer jobs of junior high school youth. Also the Department of Labor will provide additional services for 14- and 15-year-old youth in various kinds of occupational and career information.

The 16- to 18-year-old youth receive a host of target services. The young person who has dropped out is given opportunities to reenter, to relearn and to succeed. For the 16- to 18-year-old youth, we have work experience, part-time work, summer youth programs, vocational training, and support services of all types which are necessary to put these young people from the outside on the trail of successful performance. They are given a great deal of counseling and guidance to help school-to-work transition, including labor market information, and career guidance.

There are, then, many opportunities for the young people the Youth Act is designed to help. The 16- to 18-year-old age groups have a number of different options by which they may reenter.

Obviously, there are going to be many 16-year-olds, let alone 18-year-olds, who simply will not fit into the standard high school curriculum. For those young people, there will be alternative school programs.

There are others who have special problems, teenage mothers and other individuals who need special help. They also will have an opportunity for help and for entering either the alternate schools, the vocational education programs, and, in some instances, they will be able to come back to the high school.

For the 19- to 21-year-old youth, the Labor Department component provides on-the-job training, vocational training, basic skills training, and work experience.

Although the moneys requested for the Department of Education component is only $50 million this year for planning and implementation, we have asked for $850 million for implementation the following year. Our component for the education portion is $900 million.

In the meantime, the Department of Labor's multiple programs already in existence will still go on. However, by the time we have reached 1982, we then have funding of both programs, because we will then have come together with the 1982 funding level requested for the Department of Education of $1 billion for 1982, and a 1982 funding level for the Department of Labor of $1.8 billion.

The Labor Department component is frankly more expensive. Every year that we do not teach our young people basic skills—every year that young person does not have an opportunity to work and to learn about the world of work—we add more dollars that will have to be spent later.

I want to make what seems to me an essential point in support of the Youth Act. It is not a program designed solely to help youngsters, although goodness knows we ought to do it for that reason only. But the fact is that we are laboring under no doubt at all about who the young people are who are going to be available for public and private sector employment in the 1980's.

Those youngsters are already here. They are in school. Many of them are the very youngsters who are in our target group. If we do not work to implement what we know how to do—which is to train these young people—the private and the public sector are simply not going to have the young people available and trained to fill the jobs that they have.

We expect the schools to come up with an abundant supply of trained youth for white-collar as well as blue-collar jobs. We have to help these young people enter the labor force, and we need the cooperation of not only public sector employers, but private sector employers to do that job.

It is a job that we know how to do. We are building on successful programs. The difference is that those programs are going to be developed by persons, as I said, who are those who are going to live with them, administer them and work in them. We are going to help them make their own ideas work creatively for the success of our most disadvantaged youngsters.

Thank you very much, Mr. Chairman.

Chairman PERKINS. Go ahead, Mr. Hawkins.

Thank you, Mr. Chairman.

May I join the chairman, Mrs. Hufstedler, in welcoming you to the committee this morning. I think you have ably presented the case for the Youth Act of 1980. However, you made reference to the victory of the hockey team. May I make reference to the fact that last week we also were informed that the inflation rate is exceeding 16 percent, and based on that and on the fact that historically the reaction to the inflation rate has been a reduction in budget items on the domestic side, I would assume that what we are doing here this morning is theorizing about a program that may itself be modified based on budget restraints. So it is within that broad picture that I would like to direct these few questions.

When I listened to the President proclaim this program some weeks ago under the terminology of a massive commitment to the youth of this country, I was very much encouraged. I must confess that I had some reasons, I thought, to support the proposal.

However, as I have learned much more about it, I must confess that currently I am in constructive opposition to the proposal because I believe that it is a further delay on a very serious issue facing us, and that it takes us again afield from a real solution, a reasonable solution to the problems facing youth.

To indicate as a massive commitment to the youth of this country a program that is going to allocate only $900 million in 1982 on the education side, and only $50 million in 1981 on the education side and on the jobs side in 1981, which is almost a year from now or roughly a year from now, and then provide roughly about $700 million in 1982 plus what might have been unspent in 1981, does not appear to me to be an answer to the problems of youth at this time.

It is reasonably assumed, or at least forecast that by the end of this year another 1½ million persons are going to be unemployed, including the parents of many of these young people, as well as the young people themselves. So we can reasonably assume that by the end of the year there will be more unemployed youth added to the target group, and what this program will begin to address 2 years from now.

So it would seem to me that the program, to begin with, is thoroughly inadequate in its thrust, and that it again demonstrates that sometimes rhetoric can be great but lack in substance.

I recall that this committee passed out a bill just 2½ years ago, the Youth Employment and Demonstrations Project Act of 1977. The Congress approved this proposal, and the President signed it.

We are now near the end of the demonstrations, and the many initiatives included in that particular package.

Many of these programs have proved to be highly successful, and it would seem to me that we need to build on them, otherwise this is a danger that I see that lies in this type of a proposal, and why I feel that some opposition should be expressed, that before we have successfully concluded one series of programs, we begin to commence another. So we retool. We shift out of gears. We throw away the experience which we have gained, and we delay the solution for a year or another 2 years in order to gain further experience.

In the meantime even the characters in the play change. We have new individuals in the administration. We sometimes have new administrations, and we sometimes have a change in the administration. So we begin all over again. In the meantime we neglect the reason for these programs in the first place, and that is to reach these young people now, and not in the distant future.

To say that we are constructive, may I indicate that the Subcommittee on Employment Opportunities has had under consideration for over a year a series of youth bills sponsored by both the minority and the majority members of that subcommittee.

We have a specific proposal, H.R. 4465, which attempts to reach the same problem in a far more basic way, building on the experience which we have gained and which would permit us to begin funding programs now in 1980 to reach a problem that is both urgent and highly sensitive.

I feel that it is a mistake to say to the youth of this Nation that you must be patient and wait this length of time, when these young people are in need of employment now. So it would seem to me that rather than shifting to a new program which, in fact, is not a new program, and to believe that we can in some way by putting in the neighborhood of $2 billion—annualizing it in the field of education would be less than that, it would be $500 million in 2 years as compared to $100 billion which is now expanded in the field of education at the various levels.

We are saying that $500 million on an annual basis is going to do what $100 billion is not now doing, and that somehow we are going to motivate people at the local level, school people to do what they are already supposed to be doing by merely giving them another $500 million a year. This to me does not make commonsense to believe that this is going to change the policies and practices of education. What we should be doing is seriously considering how we can change the basic policies and practices of the field of education not as a footnote to an employment bill, but outright in a discussion of what needs to be done in the field of education.

It just seems to me, therefore, that we should give more serious consideration to this proposal. We have before us something which in my opinion falls far short of what we have claimed it to be. For that reason I hope that you and your staff will work with us in making what some of us may feel will be the necessary changes in this proposal so that we may support it without any apologies and that most of all we may do something that will address the basic problem in both education and in the manpower field.

I realize that this is a long statement and I have not asked any questions. But I assume that we will have a second round, and we may have an opportunity to more specifically address questions. It just seems to me that we are starting out on the wrong foot, and before some of us go too far down that primrose path I feel that we should be more serious in addressing these problems than what I think this proposal does.

Secretary HUFSTEDLER. Mr. Chairman, with the permission of you and Mr. Hawkins, I would like to respond very briefly.

Congressman Hawkins, we shall indeed have your concerns very much in mind as we move through the legislative process on this bill.

Perhaps we did not make as clear as we ought that on the Department of Labor side all the programs of which you spoke will be continued and expanded under the proposal Youth Act of 1980. Therefore, we are not dropping programs that are working. We are building on those programs, both on the Department of Labor side and on the Department of Education side.

With respect to the question of why put money into schools when they are not really doing the job, we think that based upon the experience of YETPA and the other programs which you helped to devise, including title I, we do know how to help schools do this job. They are doing it beautifully under title I in the lower grades. We know that similar techniques can work very effectively in the junior school level, as well as the high school level.

Therefore, we want to take advantage of the learning that we have had under title I to apply it to the group that has not had the benefit of that experience in junior high schools. We believe that if we do not very seriously tackle the educational deficiencies of the junior high school age youth, they are never going to be ready for the kind of employment which you so rightly find yourself concerned about when those youngsters reach high school age and beyond.

We shall indeed look forward to working with you, Congressman Hawkins, in doing the best possible job for the young people for whom you have expressed so much interest and concern.

Mr. HAWKINS. Thank you, Mr. Chairman.

Chairman PERKINS. Mr. Goodling.

Mr. GOODLING. Madam Secretary, I looked forward to your discussion of this program because I happen to be one of those who think we have to stop kidding ourselves about how successful we have been in the past dealing with youth who are unemployed. I think if we were a private business and had poured the billions of dollars which we have poured in education and labor programs with as little success as we have had, we would not survive. A good example, I suppose, would be the millions that we have spent on the secondary level in remedial reading, mathematics, etc.

I think these programs have failed because there has been no motivation. When you get a youngster that age, it is pretty difficult for them to admit that they cannot read, write, or do simple mathematics. There has been no incentive because they see no purpose in going through this type of program. It was my hope that we were going to come up with a program that would address this particular problem.

My first disappointment came when Friday's hearing was canceled. I saw a combination of education-labor-government that was going to work together on a new program. I don't call this a new program. A program similar to this is already going on in many areas. We're defeating ourselves by not getting labor, management, education, and the community to work together to solve the problem.

Later on I will ask you why that meeting on Friday disappeared, and why you are now representing Labor and Education here today. I think that that is going to destroy the whole effort.

This slight upturn that you talked about probably had nothing to do with YETPA and CETA. It may, however, have something to do with some of the remedial work that has been done on the elementary level. Those youngsters have now gotten into the labor market they are now in the 18-, 19-, and 20-year-old age category.

Let me ask you just a couple of quick questions. The first one that I want to ask, I suppose, is just what did happen on Friday.

Chairman PERKINS. Let me interrupt the gentleman and tell him that the Secretary cannot answer that question. He will have to ask me.

Secretary HUFSTEDLER. Thank you, Mr. Chairman.

Mr. GOODLING. I will ask you after the hearing, then.

Secretary HUFSTEDLER. I think that it would be really helpful that somebody else who really knows what happens say so, because insofar as Ray Marshall and I are concerned, we are getting along beautifully in terms of what we want to do to knit the departments together.

Mr. GOODLING. All right. I will check that out with the chairman at a later time. As I [illegible] if we are going to succeed in doing anything about youth unemployment, it seems to me that it is going to have to be a real coordinated effort, something we have not had before.

Our frustrating experiences in my district alone, time and time again, are that we cannot get management interested to hire; nor can we get labor interested in making some exceptions. So, while education tries to do something there is no incentive for the youngster to pick up himself by his bootstraps and do some of the necessary remedial work.

On page 7, you note there is a division of responsibility between the Department of Education and the Department of Labor. How do you plan to coordinate those activities and responsibilities between the two departments?

Secretary HUFSTEDLER. We plan to coordinate them literally every step of the way. We now have a board, a joint committee which will be a standing committee between the Department of Labor and the Department of Education with which the two Secretaries are working closely, so that we get our minds together throughout the administration at the very beginnings of these proposals. We shall continue to work together very closely as the programs develop.

Second, we have knit these programs together at every level, from the SEA's to the LEA's, to the local schools. In addition to that, we intend to create across the country a further impetus in the direction of developments that have already started with respect to the National Alliance for Business and other private sector organizations to create a widespread mood, we hope, of cooperation with us in creating the job opportunities that will be necessary to carry the program in the private sector.

One of the portions of the design for the on-site council for the school is to provide just that kind of linkage so that the private sector person, labor, CETA, prime sponsor, principal, parent, and the teachers who are operating the program, will design it to reach the kind of result that is so necessary.

Now, of course, the private sector employer is not simply acting out of benevolence. As I earlier suggested, many employers across the United States now realize that if they don't help us in terms of motivating those youngsters to acquire the basic skills, the employees they need are not going to be there. So I think that the time is ripe to engender that kind of cooperation.

Mr. GOODLING. Which brings me to another question. Are you working closely with those private sector employers who have their own ongoing training programs?

Secretary HUFSTEDLER. We certainly shall. They are knitted in very carefully. Of course, primarily, those employers are dealing with the older youth in the DOL component, but they will be very helpful to us in beginning to tune in the youngster to see what the world of work is about. We intend to knit this right into the program.

Mr. GOODLING. Speaking of older youth, the statistics you were using on page 4 of your testimony, were you including young people who are in postsecondary school at the present time? As I check your statistics, it would appear to me that you may be including students who are presently in a school program.

Secretary HUFSTEDLER. I think that it was not our intention to do so. I have not personally checked the backup data, Congressman Goodling, but I assure you that we will take another look and if there is any correction we will supply it promptly. In any event, we will give you an explanation in writing.

[The information referred to above follows:]

The statistics about the rates of employment for young whites and young blacks ages 18–24 do not include individuals receiving services in postsecondary institutions. The data come from the Department of Labor, Bureau of Labor Statistics. Only individuals who are employed figure in the calculation of the ratio of employment to population.

Mr. GOODLING. You talk about a 1982 funding level of $1.8 billion. Could you tell me exactly what that includes? I have not been able to find where you are pulling that all from.

Secretary HUFSTEDLER. That is the Labor Department component you are referring to, of course.

Mr. GOODLING. Yes, for 1982.

Secretary HUFSTEDLER. Here again I don't have the figures before me. I can tell you generally what it does, and I can give you the exact breakdown after the hearing.

Mr. GOODLING. I think originally you talked about $1 billion. Now it appears to be $1.8 billion. I was wondering why.

Secretary HUFSTEDLER. What that consists of is not only the new funding for the Youth Act of 1980, but the fold-in of some existing programs which will come under the umbrella of the Labor Department component. So we are not only talking about new money in that case. We are also talking about some funds which have heretofore been devoted to the kinds of programs to which Congressman Hawkins addressed his attention.

Mr. **Goodling**. I would appreciate your providing the exact breakdown.

Secretary **Hufstedler**. Mr. Taggart from the Labor Department is here, and I think he can give you the information right now.

Mr. **Taggart**. We have a detailed breakdown available here, and it amounts to about $1 billion in new funding—$300 million in fiscal year 1981 and $700 million in fiscal year 1982. The remaining funds are now in the fiscal year 1982 request. The $1.8 billion total will be distributed according to the following table.

[The information referred to above follows:]

DISTRIBUTION OF TARGET OUTLAYS IN FISCAL YEAR 1982 UNDER YOUTH EMPLOYMENT INITIATIVE

	Amount (in millions of dollars)	Percent
Allocation to prime sponsors	1,023	56.8
Under basic formula	767	42.6
Under equal chance supplements	256	14.2
Allocations for education cooperation incentive grants	145	8.0
Allocations for special purpose incentive grants	246	13.7
Allocations to Puerto Rico and to the Territories	45	2.5
Grants to Governors and Native Americans	162	9.0
Secretarial discretionary money	150	8.5
Not allocated	30	1.5
Total	1,800	100.0

Mr. **Goodling**. I would appreciate if you would respond in writing to the committee.

A question I would ask this first time around. You talk about schools serving youth in grades 10 through 12, and you talk about integrated basic and vocational education grant. In Pennsylvania, many of our vocational education students are 9 through 12; what happens to them?

Secretary **Hufstedler**. They remain unchanged in terms of opportunities for the participating schools to tune in to them.

Mr. **Goodling**. Even though you say 10 through 12, are you saying that they can apply and become a part of the program?

Secretary **Hufstedler**. As long as they are serving the high school age youth. Predominantly these are going to be the grades, but of course we recognize that individual school systems break up their schooling with respect to youngsters in different patterns. As long as they are within the group served in high school, I see myself no reason why they should not be available for service by the target schools.

Mr. **Goodling**. I have some other questions in our second round, Mr. Chairman.

Chairman **Perkins**. Mr. Ford.

Mr. **Ford**. Thank you, Mr. Chairman.

I join the chairman and my colleagues in welcoming you here, Madam Secretary. I would like to say, and hope that it is not misunderstood, that Congressman Hawkins has expressed very eloquently the kind of concerns that many of us on this committee have had since we first heard the announcement of this program.

We have tried without a great deal of success to conceptualize what is new and different that we would be doing with this initiative.

Part of our concern, I hope you will understand, comes from the fact that this is now the 16th year in which this committee has been asked to promise young people around the country that we can come up with answers to the chronic problem of youth unemployment, and deal with the failure to relate better than we have in the past the world of education with the world of work.

The goals which the President set forth in announcing his program and you have set forth so eloquently here this morning, are goals that the majority of this committee has shared for many years. But we have also been here for many years watching the rhetoric turn sour, and watching group after group of young people which we promised to assist being missed because the delivery systems we have created have been something less than perfect.

I do not join Mr. Hawkins in that part of his statement in which he says he is going to be in constructive opposition. I would like to be in constructive support. But I actually think that we are both saying the same thing.

I am in complete agreement with what you say you would like to accomplish and, with 16 years of experience on this committee, totally confused as to how it is going to be done. I have spent some time with your staff, and my own staff afterward talking about the proposals. I also have carefully analyzed the specifications. I am not now going to go over the specific exceptions which suggest themselves to us, but simply suggest to you that it will be very, very difficult for us to tailor a piece of legislation to achieve all of the goals which you are asking this piece of legislation to carry.

Having said that, however, I will tell you I would support it no matter how good or bad it turns out to be because there has been a long, dry spell on this committee, and this is the first initiative coming from the administration in a while in terms of new money for education. Very frankly and honestly, and not to be too cynical about it, I am one of the members of the committee who will grab anything that the administration says it will give to education, and try to make something out of it for the kids. That is my motivation in trying to work with you and the administration in finding out how we can get this money moving.

I do have a couple of questions, however, which that suggests to me. As I understand what you said this morning, we are really talking about spending how much money this year on education?

Secretary HUFSTEDLER. The new money for this program we ask is a very modest outlay for this year, that is 1980. It is only $50 million. But that is because these funds are going to be used to help school districts across the Nation and the targeted schools develop their plans.

Mr. HAWKINS. Would the gentleman yield?

Mr. FORD. I will be happy to yield.

Mr. HAWKINS. When the Secretary refers to the $50 million this year, are you not referring to the fiscal year 1981 rather than this year?

Secretary HUFSTEDLER. No, I am not talking about fiscal year 1981. The fiscal year 1981 request, Congressman Hawkins, for the Department of Education component is $900 million.

Mr. **Hawkins**. That is forwarded funded to 1982.

Secretary **Hufstedler**. Yes.

Mr. **Hawkins**. I want to clear this up. Are you asking for an outlay of $50 million in 1980 as a supplemental?

Secretary **Hufstedler**. We would like the $50 million outlay by October 1, 1980, so that we can move this program along and actually have in place——

Mr. **Hawkins**. You are saying, by October, and that is the new fiscal year. The question is, are you asking for the $50 million in the current fiscal year, or are you asking for it in fiscal year 1981. I just want to clear it up, and I am not being argumentative.

Secretary **Hufstedler**. There is a technical point here which somehow we are not communicating. I will ask Mr. Smith to have him answer the question.

Mr. **Smith**. We are asking for $50 million to become available for obligation October 1, 1980, and another $850 million to become available for obligation starting July 1, 1981.

Mr. **Hawkins**. I still don't understand. Would you use fiscal years when you reply, please. Are you asking for the $50 million in the current fiscal year, or in the 1981 budget.

Mr. **Smith**. Our budget request for fiscal year 1981 willbe $900 million of which $50 million will be in the current fiscal year.

Mr. **Hawkins**. To be used sometime after October 1; is that true?

Mr. **Smith**. That is right.

Mr. **Hawkins**. So we are talking, really, about fiscal year 1981 rather than this year, that is, before October 1?

Mr. **Smith**. That is right. But the other $850 million would become available July 1.

Mr. **Goodling**. Would the gentleman yield?

Mr. **Ford**. Just a moment. Let me see if I can state it, and then you can say if you agree or you disagree. What has been described to us, and what the outlining legislation proposes is a fiscal year 1981 figure that includes a $50 million outlay during 1981, and forward funding for fiscal year 1982, except that you want to distort the fiscal year slightly by having the outlay start in July of 1981 and presumably be available, then, for obligation for the 1981 school year. But it will be charged up against the 1982 budget for the purpose of outlay.

Secretary **Hufstedler**. The budget that the President has submitted for fiscal year 1981 includes $900 million for the education component of this program.

Mr. **Ford**. Except, Madam Secretary, the problem is that you are not asking to spend that money in 1981.

Secretary **Hufstedler**. That is correct.

Mr. **Ford**. You are asking to spend $50 million in 1981 for planning, and the balance of the education component will be forward funded in 1981 to be expended basically in fiscal year 1982. This has to be made very clear, because if we let these school people get their neck stuck out thinking that the $50 million is going to be followed up very shortly by the balance of the money, and then they wake up and discover the difference between talking years and fiscal years and now the kind of a hybrid year that you are talking about, starting on what used to be the old fiscal year, and begin to realize what the timing will be to actually receive money, they may react very strongly. So I want to be right up front with them, and tell them: "We are not talking about the distribution of any program implementation money until some time after July of 1981.

Secretary **Hufstedler**. That is 100 percent correct. We need the first planning money not later than October 1, 1980, in order to get the progress going because it takes time to put the programs in place. Then we forward fund the program. You are entirely correct.

Mr. **Goodling**. Would the gentleman yield just for one second?

Mr. **Ford**. Yes.

Mr. **Goodling**. I am disappointed. I was hoping that the $50 million was going to be available the minute that a program was signed into law and regulations were written.

Mr. **Ford**. And announced just before the elections in October.

Mr. **Goodling**. Yes; just before the election in October. But I have a feeling that the planning will not start until about next May. It is supposed to be ready to go, then, by the opening of school in September. It will be a disaster, you know. Then we will not have a good year for planning.

Secretary **Hufstedler**. Congressman Goodling, I can give you some hope, at least based on my faith and possibly upon Congressman Ford's charity, that we are going to do a lot better than that. We are going to be working very quickly to help the persons understand what the program is and to give them aid so that programs can be developed in a very timely way whereby each of the districts that qualify and each of the schools that have developed their plan will be able to have those programs funded promptly.

It is quite true that you cannot plan, have the programs in place and fund them in the time between now and the beginning of the school year 1982, because that is not the cadence of the funding, and that is not the cadence in which the schools operate.

Mr. **Ford**. We are counting on some sort of miracle because of the new Department of Education. The subcommittee counsel is pointing out to me that the regulations for the amendments of 1978 are just about to come out. Your predecessors in the Department of Education have not set the world on fire in writing regulations in a very short period of time, and that is another step which is in the way of implementing this as fast as would be anticipated, which leads us back to the question which Mr. Goodling asked a little while ago.

When I looked at what is being described here, and I discussed it with the representatives before, I kept asking questions because it looked and sounded very familiar to me. It doesn't look like we really are trying to re-invent the wheel here. The fact of the matter is that the goals and objectives that you are now talking about in vocational education at the high school level, which would have 10 years ago been very innovative, are far more common than uncommon today in the public education system.

There has been a revolution in vocational education and the relation of vocational education to achievement levels rather than to the artificial characteristics that vocational education had in the past. In that process there has been an implementation of the industry committees and all these other devices. I almost said gimmicks, but and I don't mean that because they are effective devices.

We can show you, as we have demonstrated to other people here, that there are placed in urban areas vocational education programs doing the very things you're proposing—that is with the exception of finding private employment for 14 and 15 year olds. They are saying give us some more money and greater resources so we can do it on a broader scale, and we will show you that we can do it.

So it leads back to the question of whether or not the administration first looked at existing programs and made a determination as to how many of them might be able to immediately respond to a greater population than they are now serving and simply have these additional resources provided to them, as distinguished from developing an entirely new delivery system.

We on this committee worry about a new delivery system, and especially this delivery system, because I can see when people begin to pick at this as it goes down the line some very longstanding traditional difficulties which are going to arise.

The problems which arise, for example, in talking about targeting. You cannot even tell me this morning, I would be willing to wager, what the Orshansky formula is because OMB will not implement the new Orshansky formula. Is that correct?

Mr. SMITH. That is correct.

Mr. FORD. Has any agency of the Federal Government been authorized to use the new Orshansky formula yet? The Labor representative is shaking his head no.

The fact is that it is a farce. The administration, through OMB, has decided that Orshansky is getting out of hand, so they just refuse to implement the new numbers. So we don't know how to construct a new system under those circumstances.

Did the administration give fair consideration to the possibility of using these new resources on existing programs, so that we could do something immediately instead of 1983 or 1984?

Secretary HUFSTEDLER. The answer to your question, Congressman Ford, is yes. The difficulty, however, is that the vocational education programs do not meet the needs of the junior high school youth. The place we know we can make the greater intercession for good in teaching basic skills, so those youngsters will be ready for vocational education, is in junior high school.

Mr. FORD. I understand that.

Why don't we separate them out, if we are willing to acknowledge that vocational education is probably doing as well as we could expect in the near future with high school age children. Why don't we give them some more money so that they can reach more children with more programs, while we work on this new system for junior high?

Why do we hold back the much-needed resources which the high schools could be utilizing right now as we are going into a very difficult period of unemployment, while we wait to invent something that will work for junior high school kids?

Secretary HUFSTEDLER. Congressman Ford, I don't think we are inventing with respect to junior high school youngsters about how to teach them basic skills. We have learned how to do that.

Mr. FORD. Basic skills is not the problem. When you start talking about teaching in the world of work, and then, if I understand you correctly, you are talking about private sector employment for 14 and 15 year olds to acquaint them with the world of work.

Secretary HUFSTEDLER. No. There is not a private sector employment component for junior high schools other than encouraging, if the schools choose to do it that way, job counseling to bring the private sector employers in, various kinds of tours, and that sort of thing.

Mr. FORD. Do you have any reason to expect that we can generate any private sector jobs for 14 and 15 year olds?

Secretary HUFSTEDLER. The program does not try to generate jobs for the junior high school age youth. It provides job counseling, and with respect to the older of the junior high school age youth there are CETA summer jobs. There are not work-study programs for junior high school youngsters.

Mr. FORD. For the 14 and 15 year olds.

Secretary HUFSTEDLER. Fourteen and 15 year olds, in most school systems, are in junior high school.

Mr. FORD. But CETA summer jobs will be available to 14 and 15 year olds?

Secretary HUFSTEDLER. If the program design that that school decided to adopt included it, the answer is yes.

Mr. FORD. That is interesting since we have a Federal law that will not even let them pick strawberries until they are 12 years, which is an old problem with this committee. [Laughter.]

Chairman PERKINS. All right, let's go to Mr. Buchanan.

Mr. Buchanan.

Mr. BUCHANAN. Thank you, Mr. Chairman.

Of course, Madam Secretary, I welcome this administration's initiative for several reasons. I don't know of a crisis I consider more troubling than the crisis of youth unemployment in the United States. Certainly a part of the answer, as you make plain, has to lie in doing something more in secondary education than we are doing now.

As your chart of the Department of Education's expenditures for young people with special needs in fiscal year 1979 makes plain, we are investing through the title I program in elementary education, and we are investing through our secondary programs substantially. But the years that are so decisive are years of relatively low Federal investment. So all of this I certainly welcome.

I would like to echo my friend from Pennsylvania. If it is to work, not only should there be a sufficient Federal investment and the Government's doing what is right, including the local education agencies, but there must be the cooperation of business, management, and labor.

I really hope that you have your salesman's hat on in selling this to the business community and labor because I don't see how it can work at all without their cooperation.

Secretary HUFSTEDLER. Congressman Buchanan, I assure you I am going not only personally on the stump with the private sector, but the Department of Labor and the Department of Education are going to put together a powerhouse sales team to reach private sector employers who, if not moved by altruism, will necessarily respond to the call of survival with respect to having a trained labor force.

You mentioned the amount of money spent by the Federal Government on these different levels of youngsters. I thought you might be interested in what I think is a rather fascinating set of figures. The Congressional Budget Office last year calculated that the Federal Government spent $3,046 per year on each low-income young person that goes to college, but only $231 on each low-income high school student. For a low-income young person who does not go to college from high school the investment is $161 per year for additional education. These disproportions are really major, and they do contribute to the seriousness of the problem of nonpreparation of these young people for the world of work.

Of course, you are entirely correct that in order to make it the engine of success that it can be, we have to have two things: The cooperation of public and private sector employers, and the kind of driving enthusiasm, which I hope I can communicate because I have it, to the teachers, the pupils, the principals that are going to operate that program.

I think the enthusiasm is there. We have got a number of demonstration projects that really work, many of which were generated in the communities all by themselves, and some of which brought on the kinds of programs that Congressman Hawkins described.

In short, we have the success models, but people have to want to do it. If they want to do it, they can motivate the youngsters.

Mr. **BUCHANAN**. It is my hope that this committee can get itself together and take your initiative and help to make of it something that can receive general support.

Let me ask you about one aspect. In your brief summary description, you say pertaining to the local school, "Within a school district, only schools with the highest concentrations of poor students or low achieving students will actually receive funds." I like the idea of the inclusion of the low achieving student, but I would ask you to explain a little.

You have in your little more complete explanation that the local education agencies will rank order schools on an objective measure of poverty, and select schools for eligibility in order of highest concentration of poverty. You spell that out, but then you also say:

> In addition, any school with over 75 percent of its student body below 25th percentile in basic skills achievement on a locally selected and objective test of basic skills achievement, will be eligible. The LEA might also use a similar objective measure which indicates that 75 percent of the student body of the school will have great difficulty passing the state competency examination.

Would you explain how that fits in? You begin by saying that the LEA is going to rank order schools strictly on an economic basis, the highest concentration of poverty. Then, you go on to say that, in addition, they can select any school with over 75 percent of its student body below 25th percentile on basic skills achievement.

Secretary **HUFSTEDLER**. There are going to be schools in a particular LEA that have a very, very large concentration of underachieving youngsters who may not necessarily be the poorest youngsters in the whole district. It is to try to find the combination whereby the youngsters who need it most can obtain the concentration of these funds, while at the same time giving the LEA the opportunity to determine which among these eligible schools have developed the most promising plan, because we know that if we don't have the right promise in terms of the plans, and we don't have the will to make them work, they will not work very well.

This permits the LEA to make choices so that there is the most sensible allocation of funds to the most needy of the students who are going to be served by a school administration and site council that are most dedicated to making it work. So that we don't spread funds without thoughtful concern for what is really going to happen.

Mr. **Buchanan**. So, the low achievement school is not necessarily at the bottom of the list, below the economically rank ordered school?

Secretary **Hufstedler**. No, except that oftentimes they will be in the same group because the correlation between the very severely impoverished and low achievement is very, very high indeed.

Mr. **Buchanan**. Thank you.

Thank you, Mr. Chairman.

Chairman **Perkins**. Mr. Corrada.

Mr. **Corrada**. Mr. Chairman, I certainly trust that between Chairman Hawkins' constructive opposition and Bill Ford's constructive support, and some reconstructive effort on the part of the administration and the members of the committee, we might be able to come up with a bill that most of us will be able to support.

I would like to commend the Secretary for the concepts in her statement recognizing, in terms of efforts for the education, training and employment of youngsters, that the additional resources that may be available under this program have to be highly targeted if we really want to tackle the hard core problem of youth unemployment.

I fully agree, of course, that this is related to undereducation and unemployment of poor children and particularly blacks and Hispanics. I am very pleased that conceptually these principles are recognized in your testimony.

We are saying that there are $4 billion currently available under various programs serving these youngsters, and that $2 billion will be added as a result of these initiatives by fiscal year 1982. I would like to have some explanation as to the major components of the existing programs that are included in your $4 billion calculation, and which of those programs are being increased. In the event that there are new programs, how do they relate to existing programs in your proposal?

Secretary **Hufstedler**. On the education side, included in the universe of moneys that are available are title I funds—as you know across the United States we use not more than 20 percent of title I funds for the target youth in junior high school and high school. We have also got some moneys included in that figure for special education of the handicapped, and also vocational education.

Now, of course, the moneys that we are seeking for the educational component in the forward-funded $900 million is all new money. It does not replace any of that money.

On the Department of Labor side, there are a number of components to the new money to be sought under the Youth Act of 1980. I will turn to Mr. Taggart. If he has those figures in hand, I would ask him to give them to you. If not, we will supply them to you after the hearing.

Mr. TAGGART. The bulk of the $4 billion is Department of Labor funded programs, roughly three-fourths of the amount. It includes Job Corps, the YEDPA program, the summer program, title IIb which can serve both adult and youth, the youth component is costed out, plus the public service employment youth component as well.

Secretary HUFSTEDLER. I think that we may have an opportunity to clarify the source of those funds because we have been talking about two different billions of dollars. So many of the programs that have just been described are in DOL, and are not going to be folded into this program, but are simply adjunct programs that will continue. What we are talking about in terms of the $2 billion for the youth initiative is all new money, both on the DOL side and on the education side.

I think that it might be useful if we gave you a breakdown of these figures, Congressman Corrada. We will see that you get them after the hearing.

Mr. CORRADA. Having those blocks in place, those that are covered by the $4 billion amount, what is it that you are building up in terms of adding, or in terms of an actual new initiative?

Secretary HUFSTEDLER. I don't quite follow that question.

Mr. CORRADA. How does the addition relate to the existing approach?

Secretary HUFSTEDLER. I think that I can probably respond to that question with much more clarity in writing. But on the education side, what we are doing is using the funds we already have in our forward-funded programs for title I, for aid to the handicapped, for vocational education. We include those in the universe of funds available to help target youth. But it does not mean that we are taking away anything that these youngsters already have.

Those programs follow right along, but they are going to be coordinated with the funds sought in support of the Youth Act of 1980. The same thing is true on the Department of Labor side.

I think what perhaps would be useful to you to clarify the issue is for us to make you a chart which shows you where the money goes, and where the new money goes in connection with the moneys that are already available to help the age groups served by these programs.

[The chart referred to above follows:]

Comparison Between Education Youth Initiative and Selected Education Programs

	Title II Youth Act	Title I ESEA Basic Grants	Voc.Ed.Basic Grants	Education of the Handicapped-Part B
Total Appropriation School Year 1980-81 1981-82[1]	 $ 50,000,000 $850,000,000	 $2,630,000,000 $2,844,000,000	 $562,000,000 $528,000,000	 $874,500,000 $922,000,000
Method of Distributing Funds	Formula grants to LEAs in counties with high concentrations of poor children	Formula grants to LEAs in counties based on the number of poor children	Formula grants to SEAs	Formula grants to States based on annual count of handicapped children
No. of LEA's Served	4,000	13,700	N.A.	All LEAs serving children in every State except New Mexico
Total #of Participants	1,000,000 (est. for 81-82)	5,400,000 (est. for 80-81)	16,700,000 (duplicated count for 77-78)	3,700,000 (est. for 78-79)
% of Participants In Grades 7-12	100%	18% (est. for 77-78)	61% (est. for 77-78)	30-35%[2]
% of Funds Used on Grades 7-12	97.5% (for any school year)	N.A.	64% (est. for 77-78)	N.A.

[1] Amount requested in the President's FY 1981 budget, January 1980

[2] Estimated percentage of handicapped children ages 13-21

Secretary **Hufstedler**. For example, the fund for handicapped youth, are going to be available for this program as long as they are in the schools that are target schools. The handicapped youth are going to be served, and the bilingual and disadvantaged linguistic youth who are in the target schools will have available to them all the programs they already have. In addition, they will have this program available to them.

For youngsters who are linguistically handicapped, or physically handicapped, who are not in the targeted schools, they will continue to have all the services available to them under the prior programs, but they will not have the additional advantage of the program which we are offering here.

Mr. **Corrada**. How much of the new money goes to new programs, and how much of the new money goes to old or existing programs, if I could put it that way?

Secretary **Hufstedler**. All of the education money is new money.

Mr. **Corrada**. I know that it is new money, but is it new money for existing programs, or is it new money for new programs?

Secretary **Hufstedler**. It is new money for new programs. It is not simply funding the existing programs. The existing programs are separately funded and forward-funded.

Mr. **Corrada**. In what sense are they new programs vis-a-vis the current existing programs with reference to training in school for youngsters of this age?

Secretary **Hufstedler**. The programs we are now talking about under the 1980 Youth Act are new programs in the sense that we are putting in place things that did not exist in the schools that we are going to serve. At the same time, those new programs are supposed to be coordinated with existing programs. We are not mixing up the funding in order to make the existing programs work better in cooperation with the programs we are trying to reach, and the work-study/basic skills program.

In short, youngsters who are being served now have access to all of these programs if they fall within the targeted group and are in a school which offers an accepted plan.

Mr. **Taggart**. On the labor side, we will be consolidating three programs: the Youth Employment and Training program, Youth Community Conservation and Improvement projects, and Youth Incentive Entitle pilot projects, which are three programs funded at the local level with different regulations, rules, guidelines, very complex. We are going to pull those three together legislatively. In addition, we are going to try to administratively consolidate the Summer Youth Employment program so it has the same guidelines and planning framework.

We are trying to simplify and remove redtape at the local level, change how we do business. We are going to do the same type of approaches and activities, but organized and delivered in a somewhat different way.

Mr. **Corrada**. Thank you.

I will look forward to the chart that you have made reference to, Madam Secretary.

Secretary **Hufstedler**. We will supply that to you, Congressman Corrada.

Mr. **Corrada**. I have no further questions, Mr. Chairman. Thank you.

Chairman **Perkins**. Mr. Erdahl.

Mr. **Erdahl**. Thank you, Mr. Chairman.

Thank you, Madam Secretary, for being with us today and making this presentation. I think we have a consensus that there is an obvious problem, especially with minority and some disadvantaged people probably from the inner-cities but also from the rural areas, with an unacceptable unemployment rate.

The committee is aware of that, as well as the Congress, administration, your Department, and the Department of Labor. I think you have shown us today that there is a little difference in how should we best attack that problem.

In your chart that you showed us, and which was reproduced for us, shows a 1982 funding level in the education area for $1 billion, and on the Department of Labor side about $1.8 billion. I am not being critical of that. But it seems to me that a fundamental rule of thumb would be—I am not trying to get you into a fight with your colleague in the Department of Labor—to spend money wisely on the educational level, to ensure that people do have job skills and basic educational skills. It seems like that money, in a sense, takes care of the problem that we try to treat later on.

In other words, we are treating the symptom as we get into the post-high school area, rather than the disease that we could treat earlier.

Would you care to comment on that, please?

Secretary **Hufstedler**. Congressman Erdahl, of course, that is entirely right. The trouble is that innovations at the school level were not made in time to reach a number of the youngsters who are already out.

As you suggest, it is true that you get a lot more result for the Federal and State dollar in education the younger the student is to whom the solutions are applied. For instance, all of us really know that it is a lot harder to learn French as a second language when you are in high school than it would have been when you were in kindergarten.

But these young people are here, and as Congressman Hawkins points out they are in fact unemployed. They are creating a tremendous burden on public resources, and they are persons who suffer a tremendous loss of self in the process. We simply cannot ignore them in order, perhaps moneywise, to spend our funds more thriftily reaching younger children.

Indeed, we are in that exact situation with respect to the title I funds which have been very wisely, I think, targeted primarily on the children in the elementary grades. But we have now reached the point at which so many of the youngsters had been left out of that program, which has been helpful, and they now find themselves not able to read, write and compute at the junior high school and high school level. So we are trying, you see, to target the funds on those youngsters who have been left out, and to try to get a significant portion of those resources—we say, not less than half—given to the junior high school youngsters.

Mr. **Erdahl**. Thank you, Madam Secretary. I think that it is well to be stressing those junior high school years because I think they are so critical as far as attitudes and patterns that are set.

Another problem we face is the budget process timetable. We are all aware that this is still a new experience for you. I am not trying to fault you. We have a restraint in Congress of getting a bill out of the full committee by the 15th of May if we are going to fit it into the fiscal year beginning October 1. To my knowledge there has not been legislation drafted in this area.

We are up against a very difficult timetable, with the various pressures and things of this session, and I just wanted to make you aware of that, as I am sure you already are. Would you care to comment on this?

Secretary **Hufstedler**. Congressman Erdahl, I assure you we are very aware of that. The Department of Labor and the Department of Education staff are working almost around the clock to be sure we get that legislation in draft for your consideration. Then we will work as vigorously as we can with your staff to reach an acceptable bill in time to meet that deadline.

Mr. **Erdahl**. Thank you, Madam Secretary.

I have no further questions or comments. Thank you, Mr. Chairman.

Secretary **Hufstedler**. Thank you, Congressman Erdahl.

Chairman **Perkins**. Assuming that we could move this bill more expeditiously than you contemplate, wouldn't it be reasonable to assume that we could get geared up to spend the first $50 million in fiscal year 1981?

There is no reason why, if we move expeditiously, we could not move in that direction, is there?

Secretary **Hufstedler**. Congressman Perkins, not since I have heard the announcement of the winning by the Olympic team have I heard anything that sounded much nicer to my ears. [Laughter.]

Mr. **Ford**. Would the gentleman yield to me?

Chairman **Perkins**. Mr. Ford.

Mr. **Ford**. It sounds good, but it leaves me with a question. On page 12 of the specifications for the legislation, subparagraph 4b, it says:

> Local district selection of schools for eligibility. The LEA will have a set of legislative and other criteria, to be published in the Federal Register, to guide the selection of eligible schools. These schools will be eligible to receive planning and implementation grants.

If we are going to get $50 million out this year, the suggestion is that you would expect that we would not only pass the legislation, but regulations would have been written and published in time for the school districts to determine who would be the eligible schools for the planning grants.

Do you have any idea how much time you would expect it would take to have these regulations ready to go? Could you publish them a week or two after we see the President sign the bill, or would you then start working on them?

Nothing can happen, as I read your specifications, without finding out who can apply for the planning money which will become available in October of 1980, or until these regulations are published.

Secretary **Hufstedler**. Congressman Ford, I fully share your concern. We are working full steam ahead to be sure that we are going to meet that kind of need to permit the agencies to know what they are supposed to do in a very timely way.

I might say we also have figures, at least by States, so that we have an idea right now based upon the formulas we project which States and which districts are going to be eligible for the awards, although the selection of the schools within an LEA that will receive a grant necessarily awaits the development of the plan by that school.

Mr. **Ford**. It becomes very important because this particular part of the specifications is one that gives me the most difficulty. I am unable from the specifications to understand how the formula for determination of target schools really works. It resembles in some characteristics the title I formula, but it is quite different when it talks about using achievement tests.

It seems to suggest that once you have determined the schools within the major city school district which might be eligible for planning and implementation on the basis of the 1970 census, and such other characteristics as AFDC, free and reduced price school lunch participation, and so on, that thereafter you could superimpose on that an additional measure of any school building within the school district which had 75 percent of its children scoring below the 25th percentile in basic skills achievement.

Does that mean that the testing for basic skills achievement takes a priority over the previously determined economic characteristics of the student body in a school to make that school a target school?

Secretary **Hufstedler**. If the achievement level is as low as that on the scale, that school is automatically eligible. It does not mean they win the competition, so to speak, because it depends on how good the plans are that are submitted by the several schools in a single LEA that would otherwise be eligible for funding.

Congressman Ford, I fully appreciate your concern about how the schools are chosen, which schools are going to be eligible on what. I think we can have a blueprint for you within a week showing you exactly how that is supposed to work, recognizing that one of the attractions of the program, Congressman Ford, is that we are not planning, unless Congress tells us otherwise.

[The information referred to above follows:]

Each local educational agency (LEA) will select the secondary schools to participate in this program. The following procedure will be used by an LEA which qualifies to receive basic formula grant funds.

The LEA will rank-order its schools on the basis of the number of each school's students who meet an objective measure of poverty chosen by the LEA.

Additional schools may be eligible if at least 75 percent of the school's students score below the 25th percentile on an objective test of basic skills.

The LEA will establish a minimum grant for each school based on the criteria in the proposed legislation. The LEA will then determine how many schools have minimum grants that could be funded with the LEA's grant funds.

School planning grants will be awarded to no fewer than twice the number of schools the LEA expects to receive implementation grants. LEAs which have more than 8 secondary schools can award planning grants to no more than 50 percent of the secondary schools.

The LEA will review the school plans submitted and choose the most promising to receive implementation grants.

The LEA, with the advice of the Education-Work Council, will make decisions about which school plans are selected for implementation, which schools will receive additional planning funds to improve their school plans and which school plans will not be funded.

Secretary HUFSTEDLER. Our plan is not to have detailed criteria for every school district. It is to have more general criteria so that the individual LEA's and the schools themselves can select, in order to develop the plan, the kinds of things that must fit that particular community.

Mr. FORD. That is a very desirable goal. But our problem always is trying to determine how we get money to an LEA, and after it gets there how the administrators and the school boards in that LEA face up to their constituents and decide which school buildings are going to have a program. So we are going to use a combination of the poverty characteristics of the children attending an individual school within an LEA. Let's use Detroit as an example, because it is the one with which I am most familiar.

Then within the several hundred schools within that district, you will have schools which will rank in a certain way by poverty. They will then rank in another way by the achievement test. That gets them into the pot, in effect, so that they are able to bid by school building.

At that point, the local principal and his advisory council, which will be at the local school building, will devise a plan. Then somebody in the superintendent's office will choose between plans based on the criteria set forth on pages 14 and 15, which say that you will have an assessment of the quality of the school plan in meeting the needs of its students in the area of basic skills; assessment of the clarity, appropriateness and importance of the school's short, daily and long-range goals in the areas of improving student achievement; assessment of the quality of the school's approach to involving the teachers, parents and students; judgment of the quality of the school's efforts to determine the nature of the needs of the students——

Chairman PERKINS. I am going to interrupt the gentleman and come back to him in a few moments.

Mr. Miller.

Mr. MILLER. Thank you, Mr. Chairman.

Thank you, Madam Secretary, for your appearance and your very comprehensive testimony. It is amazing to see the extent to which you have digested all of the competing interests here, and tried to rationalize them.

Secretary HUFSTEDLER. I have swallowed it, but I am not sure that I have digested it yet.

Mr. MILLER. That may be how I feel at the moment, too, that we are being asked to swallow something here. [Laughter.]

As you outline the problem in your opening testimony, one of the concerns was various components and resources to support the students. Apparently, the vocational education programs in this country do not reach down into the junior high school level, and the various compensatory education programs, title I and others, do not go along far enough with the students who are in need of those resources.

If that is so, let me ask a question. As I read the Vocational Education Act, it would seem to me that in its collective wisdom the Congress, and certainly the subcommittee, have anticipated some of these problems. I just don't find the barriers, other than the ones that pretty well exclude junior high schools from participating in this program, to do the kinds of the things that people are agreed should be done.

Specifically, in the Vocational Education Act, it says that a State, in considering the approval of such applications from LEAs, will give priority to those applications which are located in economically oppressed areas, areas with high rates of unemployment, and areas which are unable to provide the resources necessary to meet the vocational education needs of those areas without Federal assistance. The State will make those funds available on the basis of economic, social and demographic factors relating to the vocational needs in those areas.

The act continues by stating that the most important factor in determining this distribution will be the relative financial ability of those agencies to provide the resources necessary; the relative number or concentration of low income families or individual within such agencies; the relative financial ability of such recipients to provide the resources necessary to initiate and maintain vocational education programs. It goes on to specify those constituencies which have special needs, such as handicapped, limited English speaking, and so forth.

It would seem to me that perhaps another alternative would be to extend the vocational education program, which we will be reauthorizing next year, to the junior high with some of these changes, because it also sets out within the law under subpart 2 of the basic grants, that these grants to States may be used for the following purpose: Vocational education programs; work study programs; cooperative vocational education programs; construction of vocational education school facilities; support of full-time personnel; stipends for students who are already enrolled; day care and vocational education for displaced homemakers; industrial arts programs; all of which appears to give the ability to address the problem.

It would seem that there may be an implied indictment of those existing programs that in fact maybe they are not carrying out those activities effectively. But the flip side of that issue is that in the recent hearings focusing on the high school and junior high school education programs in this country, we also heard about a number of programs that do work.

My concern for this question is focused on the point that Mr. Ford raised, and to some extent that Mr. Hawkins raised. It is that we are going to put out $50 million in planning money, and my concern is, isn't it possible that we could reach more students by rewarding those programs that provide some standards of excellence agreed upon by the Department or other people, and allow those programs to expand, because many of those programs are, in fact, located within the constituencies that we share great concerns about.

It would seem to me that we possibly could reach thousands of new children at the high school level by spending time in evaluating those programs that in fact work or do not work.

Secretary HUFSTEDLER. Congressman Miller, not all vocational education of quality to introduce young persons into the market for jobs is in the area where the greatest need now exists. So we are talking about building programs, if we want to go that route.

Second, and I think that this is perhaps even more crucial, youngsters do not do well in vocational education either if they do not have the basic skills to read, write and compute. In short, you have to have the kind of enrichment we are talking about in junior high schools and high schools before those young people are going to be equipped to do anything effective in vocational programs—no matter how well designed, and even if those programs are designed to reach the junior high school level youth.

We are, instead, trying to build on exactly what you have suggested. We build on the vocational programs that are working by providing that 25 percent of the funds from the educational component of the program shall go through the vocational education system. That permits high schools, for example, fully to use all of the best services that are available to that high school through the vocational education component.

I am not for a moment suggesting that your funding of vocational education when it comes up for reauthorization should be anything less than the maximum that you believe is possible in order to promote vocational education. I am simply saying, it is not going to reach the kinds of problems we are trying to deal with in time to make the kind of difference you want to make, and surely I want to make for these youngsters.

Mr. **Miller**. I still fail to understand what the current barriers would be in the existing vocational education program, other than the traditional emphasis at the high school level. If that is a problem, it seems to me it could be accommodated by a one sentence change when vocational education comes up for reauthorization.

I just don't see anything on your chart that currently can't be offered under the Federal participation in vocational education.

Secretary **Hufstedler**. The difficulty is, as I said, that it is not simply that there is a lack of authorization. The programs in fact have not been built for junior high school youngsters. Even such vocational education as exists in the direction of junior high school age youngsters is not effective for the youngsters who really do not have the basic skills in order to be trained through vocational education.

Mr. **Miller**. Let me suggest something, though. Teaching the basic skills, the so-called "core area of education,"—the ability to read and to compute, and to handle language skills—that is, in theory, the function of the educational establishment as it is currently funded, with major reliance on local resources. If that is failing, then this proposal is not the answer.

My concern is that we are creating, in effect, the appearance of a new program, but you have underlying failures and I just don't see how this program addresses them. In compensatory education, if there is not enough money being spent in the high schools, then we ought to amend the legislation and the appropriation for the purposes of allowing that to happen.

If the compensatory education has failed, as you say, for those up to eight years old, I don't see what we are doing by now trying to pick them up again at the 14- and 15-year-old level.

Secretary HUFSTEDLER. The compensatory education programs have been a resounding success. They got off to a rocky start, but the research by NIE establishes after a very careful study that they are in fact a resounding success.

The problem is, there has not been enough money to go around to spread that money through the upper grades. So the typical pattern is, the youngsters start to reach levels of genuine achievment in the third or the fourth grade, and then the program essentially ends. In many instances, the youngsters we are trying to reach either were not in the program, or they were dropped out so early that they then in junior high school are in need of the same kind of compensatory education that they should have received but did not when they were in the earlier elementary grades.

So it is not a question of building on failure. We are building on success. What we are doing in the junior high school level is using the kind of techniques that we know will work from the title I programs in the basic skills training, and putting it into the junior high school. But we recognize that even with junior high school youngsters, they have to have a significant amount of motivation if they are going to acquire those skills. That is why one has the career counseling and the various kinds of other counseling methods to reach those youngsters.

We have a very serious problem in this country, with very poor youth, of girls who are 14 and 15 years old, who are mothers. You cannot simply give that person the kind of counseling, training and guidance you could when she was in the third grade.

Mr. MILLER. I appreciate that. Again, the local school systems K through 12 should, in fact, be designed for the purposes of meeting the needs of the students who are going through physical development, emotional development, and development of mental capacity. In theory this is why we segregate students into into first, second, third, fourth grade, all the way up the line.

If title I is doing a marvelous job through the third, fourth and fifth grade, then why don't we amend title I and appropriate the money to continue it on to sixth, seventh, eighth, and ninth grade.

I don't understand. If title I is a model of excellence, let's expand it. Let's not create something on top of it because the school systems—again I go back to testimony that we heard in earlier hearings on American secondary education—are reeling from the addition of new Federal programs. We have saddled them with education for the handicapped, with bilingual education, with civics education, one program right after another. Yet, we know that there are, in fact, successful models.

Secretary HUFSTEDLER. It is to build on that experience while recognizing that the kinds of reading materials that have been developed for first, second and third graders are not the kind of materials that can successfully reach youngsters who are in junior high school. In short, we are doing that plus building on the experience that we have had in successful work-study and other programs, to have a coherent program to reach those kids.

In short, education component of the Youth Act builds on that experience, but recognizes that an extension of title I is not going to reach the most seriously disadvantaged youth who are so closely targeted by the program.

The fact is there is not enough money to do the whole job. Even if you did try to use exactly the same model, we would have to go through the same development we are talking about now. In short, we are using the techniques we already know plus the experiences that we have had from the successful work-study programs. We are putting them together to target them on the very youth who are the most at risk.

Mr. **Miller**. I guess maybe at the moment we are at somewhat of an impasse. I guess I would be arguing for expansion and modification, rather than the new programs.

My other concern is, when we went through the Vocational Education Act, we specifically mandated a whole series of studies to be done on the efficiency of the programs and the successes. Those studies will not be available until some time later this year. It would seem to me that that information would be terribly helpful to us in deciding whether or not we are on the right course.

Secretary **Hufstedler**. Congressman Miller, I think that we can continue this debate for a significant period of time. I would like to share with you, after the hearing, a number of success which we are using to design this program. I agree that if the title I programs are a success, I hope they are expanded, but in the meantime, even if we expand them, we are not going to reach in time the youngsters we are trying to reach with this initiative.

If I may, sir, I would request the opportunity to work with your staff, and to give you copies of that information which I think may be illuminating.

[The information referred to above follows:]

INFORMATION SUBMITTED BY SECRETARY HUFSTEDLER

Most of the successful secondary school efforts demonstrate a successful program feature rather than a comprehensive program - a feature that has been developed and tested at one school, then examined, compared, and adopted by other schools. The Youth Act will make it possible for a school to examine these features and to develop a plan that combines them in a comprehensive program that will, with reasonable predictability, achieve the goals set forth in the plan.

The program features can be categorized as follows:

1. A program for teaching basic skills in connection with the content of other courses or with work experience. Programs of this kind have been developed in connection with Title I, programs such as Salt Lake City's Exemplary Center for Reading Instruction, ERCI, or Pontiac Michigan's Reading Power in the Content Areas which have been certified by the Joint Dissemination Review Panel (JDRP), are sponsored by the National Diffusion Network (NDN), and have been adopted with success in hundreds of schools throughout the U.S.

2. Supplementary basic skills instruction such as JDRP/NDN's sponsored Math Laboratories for Disadvantaged Students, Learning to Read by Reading, the New Jersey Writing Project, and tutorial programs such as Highland Park, Michigan's High Intensity Tutoring (HIT) or Vancouver's HOSTS tutoring programs.

3. Career education and transition-to-work programs developed locally and under the sponsorship of the Office of Career Education, The National Institute of Education, and the Department of Labor; programs such as Minnesota's Work Experience and Career Education Program (WE/CEP), and NIE's Experience Based Career Education Programs.

4. Small group counseling and motivation development programs such as JDRP/NDN's sponsored FOCUS and ALP.

5. Vocational development, work experience programs such as Cooperative Education and the Distributive Education Clubs.

6. Occupational information and career planning programs.

7. Schools within-a-school or alternative schools such as the Minneapolis Public Schools' SPIRIT and Federated Alternative Schools.

8. Youth operated, work experience, entrepreneurial, job creation projects such as Hazel Park, Michigan's TRY, Hartford's Workplace, and Staples, Minnesota's Woodland Cooperative.

9. Internships such as the JDRP/NDN sponsored Career Intern program of Philadelphia and other cities.

10. Collaboration with community based organizations as in the Baltimore City Schools with the PREP Academies or the Santa Clara Board of Education with the Center for Employment and Training.

11. Programs of supportive services, health care, crisis support, and childcare for teenagers whose health, handicaps, or family problems interfere with school or work experience - programs such as JDRP/NDN sponsored Educational Services for School-Age Parents (ESSP) which originated in New Brunswick.

12. Programs to break down stereotypes that limit student aspirations, preparation, and employment opportunities because of sex or race.

Brief descriptions of some of these program features follow.

Oakland Schools, Pontiac, Michigan and 80 other schools throughout the U.S. *Reading Power in the Content Areas*: (School-wide Program)

Program

- o Since 1974, all teachers in the Oakland Vocational schools have been trained to recognize disparities between a student's reading ability and the demands of course materials and worksite manuals.

- o The program stresses the development of the vocabularies required for a particular field along with diagnostic tests of comprehension of subject-related reading inventories.

- o Glossaries have been developed for 32 vocational programs.

- o Two to three days of staff development before school starts, along with 4 day sessions during the year cover 15 aspects of teaching reading in the content areas.

- o Training materials, diagnostic tests, glossaries and project evaluation materials are available to program adoptors.

- o The program developers recommend that along with this content area program, the special needs of individual students be addressed in reading laboratories and tutorial programs.

Results

- o Students improve from .4 to 1.5 year per year of participation.
- o A National Diffusions Network Project N9-80.

Costs

- o Costs, including trainer fees, teacher release time, and materials runs about $50 per student per year.

Hazard, Kentucky: Kentucky Valley Educational Cooperative: (School-wide program)

Program

- Students from low-income, rural Appalachia work on reading, grammar, and spelling in connection with a career education curriculum that starts with the want ads and goes on to deal with basic skills that are needed to get and make good on a job.

- Teachers and the school principal meet with the regional (within the State of Kentucky) Coordinator for Career Education for a weekend session, and agree to give an all-school emphasis to career education and basic skills. The coordinator trains teachers to integrate the teaching of basic skills and career education. The coordinator meets with the teachers at least once every two weeks for a semester, sits in on classes, and makes suggestions.

Results

- In the four tenth grades tested, students in the program score higher on achievement tests than students in non-participating schools by almost .75 of a grade in reading, vocabulary, and comprehension; by 1.25 grades in language mechanics and spelling; and by .75 of a grade in arithmetic computation, concepts and applications.

Costs

- Costs for teacher training, for transportation, and for materials are covered under the regular State Department of Education budget - less than $50 per student.

Thomson, Georgia -- Reading/English Rotation Project:
(Remedial laboratory or group within a school)

Program

- o Sixty 6th through 9th graders, over two school periods, move in groups of 6 to 10 through activity stations in a reading laboratory and in two other classrooms.
- o Three teachers, one a reading specialist, and 4 aides guide students through programmed materials and small group exercises matched to their abilities. Team teaching emphasizes integration of communication skills rather than isolated pullout for remediation.

Results

- o Participants show progress of 1 to 1.3 years per year compared to .5 years per year prior to the project.
- o National Diffusion Network 9-59.

Cost

- o Cost is about $800 per year above regular school costs.

Vancouver School District, Washington HOSTS (Remedial/Tutoring)

Program

- A reading specialist assisted by an aide, identifies each student's reading deficiencies, prepares a reading profile, prescribes materials and prepares an individualized program to deal with the problems.

- Tutors are trained to carry out these individualized programs and to record progress on a daily basis. The reading specialist conducts weekly seminars with the tutors to review each profile and to discuss the performance of their students.

- Reading teachers attend a three week summer workshop, then, conduct a three day workshop for student tutors and community volunteers in individual schools. Teachers of other subjects learn about the program in a two day orientation following tutor training.

- The school principal determines the need for tutors, helps to recruit and orient them, provides recognition for them, and assists in evaluation of the programs. Parents and students help select the materials used in the program.

Results

- Since 1972, 7th, 8th, and 9th graders whose vocabulary and comprehension are three or more grades below norms, have gained from 1.1 to 1.9 years in a seven month period.

- 10th, 11th, and 12th graders who are four or more years, behind, gain more than 1½ years in seven months.

Costs

- First year costs run about $260 per student for teacher and tutor training, materials, tutor transportation and general supplies. Subsequent year costs are under $50 per student.

Other Adoptors

- Through the National Diffusion Network (9-36) 28 school systems in 9 states have adopted the HOSTS program.

Honea Path, South Carolina -- Math Laboratories: (Remedial)

Program

- An outside consultant firm provides materials and trains a certified teacher and an aide to serve 5 classes of 25 students each day in go-at-your-own-rate programs. Math drills and practice, games and puzzles, and individual and small group instruction are matched to student abilities.

Results

- Students who are two or more years below normal grade levels gain from 1.1 to 1.5 years per year in the program.

Costs

- Costs, including salaries, materials, administrative and support services: about $250 per year.

Other Adoptors

- Similar laboratories, developed by a half dozen firms, have been adopted by over 100 school districts. Some have been developed through the National Diffusion Network (9-45). Where data are available, results appear to be comparable.

Hastings Minnesota FOCUS: (School-Within-a-School)

Program

- o A school-within-a-school for approximately 75 students with academic or behavioral problems that are attributed to lack of motivation or confidence.
- o 8 to 10 students and a teacher form a "family" unit that meets daily for a one hour group counseling session that deals with behavior to others, self-direction and career planning.
- o The FOCUS family helps select materials for its special courses in basic skills, English, social studies, math and work experience. Other courses are taken in the regular school program.

Results

- o School suspensions, absenteeism and disciplinary referrals have been markedly reduced.
- o Academic achievement, attitudes towards school and self concept have improved.

Other Adopters

- o 20 school districts in 12 states have adopted the FOCUS design through the National Diffusion Network 2-9.

Portland, Oregon, San Francisco, Philadelphia, Charleston, West Virginia -- Experience Based Career Education: (Alternative schools or schools-within-a-school)

Program

- Four somewhat similar designs feature community experience that is part of an individual plan developed by an advisory committee of parents, students, educators, and work supervisors.

- Students spend 70 to 80 percent of their time in one to thirteen week work experience assignments they choose themselves. They are not paid and, though much of their time is spent in observation, they may, in effect, work enough to cover the costs of the work-site resource person who typically will use business forms, reports, handbooks and manufacturing or operating manuals to augment instructional materials.

- Academic centers or other forms of individualized instruction provide basic skill training to participants who need it.

- Required, compentency based credit in social studies or science is earned in curricula that draw upon worksite materials or on other community or career related materials that can be keyed to catchup programs in communication skills and mathematics.

Results

- 80% of enrollees do as well in basic skills as their counterparts in regular programs. 20% do significantly better.

- Measures of attendance, career awareness, attitudes towards self, school and work, and motivation-to-learn show greater gains than comparison groups.

Costs and adaptability of the designs

- Start up costs for personnel training, selection or adoptation of curricula, selection of worksites, refurbishing of facilities, etc. may run $500 to $1000 per student.

- Operating costs, including training of worksite resource persons, transportation, etc., may not exceed regular school costs because of reductions in some normal costs.

Other Adopters

- Since 1974, over 50 school systems in a dozen states have, with help from the National Diffusion Network and within-state networks, adopted EBCE with comparable results.

Minnesota (statewide) Work Experience/Career Exploration (WE/CEP) Program (School-within-a-school or departmental)

Program

- 14 and 15 year olds who are not responding to a regular school program form a WE/CEP group of not more than 25 students headed by a full-time teacher coordinator who:
    - conducts a daily employability skills seminar for which academic credit is awarded;
    - helps arrange part-time jobs at minimum wage - up to 3 hours per day; provides safety instruction, makes weekly visits to each student and supervisor at the job sites.
    - makes regular home contacts, keeps in touch with other teachers, and serves as an advocate for WE/CEP students.

Results

- Of 91 students surveyed, 92 percent developed provisional career goals. For 86 percent, their opinion of themselves and their school improved and their attendance markedly increased.
- Students who were failing reach at least minimum standards for academic progress.
- 78 percent felt they got along better with their families and with other students.

- 92 percent of employers and 96 percent of parents report improvement in general attitude, work habits, discipline, attendance and punctuality.

Cost

- $800 to $1000 per year above regular school costs.

Philadelphia, Pennsylvania -- High School Academies: (Alternative schools or schools within a school)

Program

- Three Academies -- of Applied Automotive and Mechanical Science, of Business, and of Applied Electrical Science, each of 85 to 290 students -- operate as schools within schools in four of Philadelphia's inner-city high schools.
- Representatives of local business and labor groups serve on the boards of directors and, through their organizations, provide most of the extra funds.
- Basic skills instruction is related to work skill development in one or more of 21 job classifications.
- An in-house, after school work program leads to later participation in cooperative education or part-time employment projects.

Results

- 66 to 95 percent of the participants find employment, go on to further education, or enter military service.
- Attendance is from 80 to 90 percent at the academies compared to 55 to 70 percent at the parent high schools.
- Dropout rates range from 2 to 4 percent at the academies compared to 15 to 30 percent at the high schools.

Baltimore, Maryland: Comprehensive Programs for Employability Training: (Alternative Schools)

Program

- Since 1977 Baltimore's CETA prime sponsor and the Baltimore City School System have operated a comprehensive program to get dropouts back in school and into part-time jobs. The program illustrates ways in which a school system can collaborate with community based organizations, CETA youth programs and community colleges.

- Dropouts, 14 to 21, spend three weeks in a Youth Enrollment Center where their needs, eligibility and preferences are sorted out. They then enroll in school at one of three levels.

First Level - Option A

- PREP acadamies are run by community based organizations for the 40% of youths who enter the Enrollment Center reading below a fifth grade level.

  They work 3 hours per day in a public sector job at minimum wage, spend another 3 hours in reading and math sessions, 5 students to one certified teacher. When they reach 5.5 in reading and math, they are eligible for a program at the second level.

- About 40%, take full time jobs or join the armed forces. Most of the rest move on to second level programs.

Cost

- About $3,500 per participant year.

First Level - Option B

- A computer assisted instructional program is offered to youths who read and compute at third grade levels but not much more. They spend two hours a day at PLATO computer terminals, one hour in small group counseling sessions, both of which are provided at a downtown Adult Learning Center. They progress at their own rate through programs at the basic, pre-GED and GED levels. They may complete their GED or, at a 5.5 level, enroll in the Harbor City Learning Program. After reaching a level of 7, they may enroll in Middle College. Cost: about $3,500 per year.

Second Level - Option A

- The Harbor City Learning Program is an alternative school in the Baltimore City School system. Students alternate between two weeks in school, two weeks in a paid job. If in two years an enrollee can complete the credits needed for graduation, he or she works towards a diploma; if not, towards the GED.

Second Level - Option B

- Youthworks, a Youth Incentive Entitlement Pilot project, provides 15 hours per week of CETA sponsored paid work (30 hours a week in the summer) for economically disadvantaged youths 16 to 19 who remain in high school or return to it. Employment is contingent upon satisfactory performance on the job and in one of several alternative education programs that are designed by the schools to complement the work experience.

Minneapolis Public Schools: (Federation of Alternative Schools)

Program

- Outreach workers, based in the Minneapolis high schools, follow leads provided by community organizations, the courts and other students to find teenagers who have dropped out and to help them to consider alternatives that include:
  - enrollment in a regular high school or jr. high
  - enrollment in a school-within-a-school such as South High's SPIRIT program
  - enrollment in a GED program at Windham, an adult basic education center
  - enrollment in one of five schools in the Federation of Alternative Schools that serve low-income white, native Americans, and black teenagers.
- The City Southside, typical of the schools in the Federation, provides a means of reentry for teenagers who have dropped out - or a temporary alternative for students whose disciplinary or academic problems are more than the schools can handle.
- Between 40 and 50 City Southside students, aged 14 to 18, spend most of their day in basic skills, social studies, group counseling, and a special interest class. More than a quarter of them are in paid work experience programs under CETA. Younger students can also participate in Work Experience and Career Exploration programs (WE/CEP) at Philips and Farwell Jr. Highs; older students in South High's work experience programs, some of which are CETA supported.

- Students may apply for admission to City Southside at the beginning of any six-week period. They are interviewed by a selection committee composed of teachers and students. They may remain at City Southside until they graduate - earning a diploma granted by South High School -or may request transfer to SPIRIT or the regular programs at South High or the Jr. Highs. Some transfer to South for a part of their senior year to earn credit for courses not offered at City Southside.
- City Southside is run by a board composed of parents, teachers, representatives of the business and labor communities and of the community organizations that contribute funds. The Vice Principal of South High is a member.
- Certified teachers, who teach on a part-time basis, are selected by a City Southside committee according to criteria it adopts as well as by criteria established by the Minneapolis Public schools.
- The federation schools enter into an agreement with the Minneapolis Public Schools whereby they become part of the Minneapolis system and their students qualify for state average daily attendance funds.
- Supportive services - health care, family counseling, etc. - are provided by affiliated community organizations.

Results

- For the 1978-79 school year at City Southside; results for the other four schools are comparable).
- 37 students started the 1978-79 school year; average enrollment throughout the year was 40; and 108 participated at some time.
- 4 graduated; 13 transferred to Minneapolis public schools, 8 to other schools; 40 withdrew, some for jobs, some for unemployment, some for parenthood, some left the labor force; and 43 remained in the program.

Costs

Instructional costs and some administrative and capital equipment costs are covered by state and local school system funds; work experience costs are partly covered by CETA; most supportive services and other administrative costs are covered by public and private community agencies.

Secretary HUFSTEDLER. I would like to wait for the studies, too, but for every year, every month that goes by that we don't have the youngsters who are at risk served, we lose that many kids.

Mr. MILLER. Let me say this, and it is because of my skepticism, but it also because of my optimism about some things that we have seen. I know in the State of California, from my own experience there, that there are significant numbers of vocational education programs that deal with very, very low income children, children with a lack of the basic skills. Many of those programs have called upon in kind contributions of major employers such as Standard Oil of California, Security Pacific Bank, the telephone company, and others.

Secretary HUFSTEDLER. That is an excellent program.

Mr. MILLER. It would seem to me that, again, by providing supplemental funds to some of those existing programs immediately, they could expand the outreach of those programs to the students who desperately need them, who are in school today but by 1982 will not be in school.

My concern is that we are going to hold up a great deal of progress that could be made in the name of creating a new program, when there has to be another approach to allow existing programs to get on with what they are doing very well already. If it is a matter of funding I think we need an appearance by you and your understanding of this before the Appropriations Committee, because there are programs that have waiting lists for young people in hardcore, unemployed, low-income areas in my State, at least, and I am sure the programs would be delighted to serve these students in if they had additional resources.

Maybe that $50 million would be better used to provide for teacher training. So the teachers who are working at the compensatory education level with youngsters could now graduate to the junior high level, and we could train them for that purpose, or we could retrain people to deal with the presentation of workable skills to junior high students. We could get on building on those models, and then perhaps provide the money for replication.

But, we are going to hold up an awful lot here until 1981 and 1982 and a whole population of young people is simply going to slip through our hands, when we have the ability to address those needs immediately.

Secretary **Hufstedler**. Congressman Miller, I can say that we have a significant component of inservice training for teachers in this program.

Mr. **Miller**. Is that part of the planning money?

Secretary **Hufstedler**. No. We could use a little bit of the planning money for it. The fact is, if you spread this small amount of money over all the districts that are entitled to it, you would not have enough to do anything except to take a teacher to lunch, perhaps. It really is not going to be enough money.

Mr. **Miller**. That is exactly my concern.

Secretary **Hufstedler**. We are going to reward those places that serve the target populations that already had good plans with money to help them carry it out.

Mr. **Miller**. That is exactly the point. I don't think that we need any changes in the law, maybe some modification in the law, to go ahead and expand those programs that are already on line. Then, if you want to come in and help create new programs where there are none today, that is a different issue and I think we can address that in the reauthorization of the Vocational Education Act, and title I.

Secretary **Hufstedler**. The problem, of course, and I will conclude with that until we can work out the details together, is that not all the good programs happen to be serving the most seriously disadvantaged youngsters in the country.

You have some excellent programs in California, particularly in the bay area, Congressman Miller, with which we are very familiar, and of course we want to help those programs. But, some of our youngsters who are most at risk in other States do not have any programs at all.

Mr. **Miller**. I will curtail my remarks for the moment. Thank you very much.

Chairman **Perkins**. Mr. Petri.

Mr. **Petri**. Thank you, Mr. Chairman.

Madam Secretary, I would like to thank you for undertaking the assignment of providing leadership in a department that badly needs strong leadership.

I have a couple of brief questions. One is this: The public record indicates that the administration has been providing a great deal of leadership in the youth employment area. Yet, when you look at the budget figures over the course of the administration, it appears as though the Congress has been tugging the administration in that direction rather than the administration leading.

For example, the fiscal year 1978 budget request from the administration for vocational education was $586 million; appropriation by Congress, $635 million. The 1979 budget request was $628 million; appropriation, $681 million by Congress. In 1980 the budget request from the administration was $681 million. The appropriation by the Congress was $784 million.

My question is, do you think the Congress has been appropriating too much, or that the administration has been asking for too little? [Laughter.]

Secretary HUFSTEDLER. Not having shaped, voted, prepared, or discussed with the Appropriations Committee, the authorizing committees and the administration any of that history, I will have to think about that.

Mr. PETRI. Thank you.

One general question that has to do with the context in which this proposal is advanced. Is the assumption that the jobs are there, and will be there, and there will be more jobs, but there is a lack of funds going into motivation and training young people for those jobs?

If there are no jobs, or if the number of jobs is declining, we can put all kinds of money into this, which is important, but it might be better to make sure that we have got the jobs first.

Secretary HUFSTEDLER. Actually, the overall demographics are on our side in this because the number of young, whatever their advantage or disadvantage, who are going to enter the job market in the next 10 years, are at levels significantly less than those who are the outcropping of the baby-boom.

So the fact is, we are going to have jobs, jobs going begging, but we are going to have to train young people for the kinds of jobs that exist in their community and in the country. It is, therefore, extremely important that we prepare these youngsters to take the jobs that are there.

The suggestion that the jobs are not there is really not a reality in most places. Of course, there are some extremely depressed areas in this country where the jobs do not exist, but those youngsters nevertheless have to be prepared for the world of work even though it means ultimately that they leave the depressed community.

I think that time and demographics are definitely on our side. One of the purposes, of course, in the design of the program we are presenting to you is to insure that the young people are being given the training to meet the job market generally. In the vocational education community we hope also that the young people are being prepared for jobs that exist in the very community in which those youngsters live.

There is no point in having youngsters who can read, write, and do all the good computation to prepare them for the buggy-whip business because there is just no market for it.

But, I think that the concern that you express is a very real one, and it is one that is gradually being resolved. The real problem, I think, is in the course of the next 6 years when you look over what the labor market is like, unless we intervene now we are not going to have the work force to fill those jobs.

Mr. **Petri**. One related question, and this is a proposal that comes all the time. The argument is made by some that the minimum wage is a barrier to entry particularly for young people. Therefore, there is the proposal that you could help youth employment by providing for a youth differential in the minimum wage. Has that idea been explored, and if it was and was rejected, why?

Secretary **Hufstedler**. The idea has been explored, but it has been rejected for this reason: the youngsters who do not have basic literacy skills are not equipped to enter the job market even if they were willing to work for free. There are many other philosophic or economic considerations, and I do not attempt to address those at this time, but the young people that we are trying to deal with here are youngsters who could not fill those jobs at 50 cents an hour because they cannot do the work. They don't know how.

I think that it would be useful at this moment to ask Mr. Taggart to add his commentary on the subject.

Mr. **Taggart**. It is important to note that in the Labor Department proposals they are moving away from an automatic allowance payment for inschool activities, for training activities for youth. We want to base stipends on performance within those programs, or to get the maintenance for youth who are very poor to participate in the programs, but not automatic allowance payments.

We are trying to tighten our program so that we get a day's work for a day's pay, and we don't put youths in programs until they are able to perform. If they don't perform in the program, then they are to be terminated as are youths in the private sector.

So we are tightening our programs. We are trying to remove that income maintenance bias in the programs to provide for needs that are real, but not to carry youths on the rolls who are not performing. We are looking much more to investing our money in training and in education ourselves of a more intensive nature, and not to put young people into jobs until they can perform in those jobs.

Chairman **Perkins**. Mr. Kildee.

Mr. **Kildee**. Thank you, Mr. Chairman.

Madam Secretary, I will narrow in on one point here. For many years I have been interested in alternative education for students not being reached by the schools and, therefore, potential dropouts. When I was in the Michigan Legislature, I introduced alternative education legislation which has worked quite well within the fiscal constraints we have. Last week I introduced a similar bill in the Congress.

This bill would provide alternative education to those who are potential dropouts, to those who have certain problems, those who cannot read, or those who have come in contact with the juvenile court. At any rate, the traditional school programs have not served them.

It is difficult not to work from a bill, but in your schematic you have alternative school programs for out-of-school youth.

Secretary **Hufstedler**. Yes.

Mr. **Kildee**. I am wondering whether your bill will be flexible enough to provide alternative educational programs for those who are still in school, but have problems and are not functioning well in the traditional school setting, and perhaps even in the traditional school building. So they have not only needs, perhaps, of improvement in their basic skills, but some need for affective education.

Secretary **Hufstedler**. Congressman Kildee, I would certainly not rule that out. We have discussed it at some length. Although there are some problems in working it out because many areas do not have alternative schools to which the youngsters could go, I think it is something we should explore. There might be ways in which a qualifying school could take into account the availability of alternative school settings for in-school youth. Of course, that can also be done where community-based organizations are operating alternative school settings, because we have provisions in the bill for using such institutions as a part of the discretionary funding that is available both through the SEAs and the LEAs. In addition, of course, we have the Labor Department which can also address the needs of those youngsters.

There are a number of things, I think, that we can do that can be imaginative, leaving again a significant amount of discretion to the local community to determine what is best for the youngsters that that community is serving.

Mr. **Kildee**. The experience we had in Michigan is that very often, because of the changing demographics, there are buildings available for alternative education, if you wish to change the traditional setting. We would set up a program where applications can be made for grants. If we could work into your basic bill a set-aside for grant applications and give some dollars to those school districts that present a program that seems to be geared to success, then gain experience from that to replicate such programs, if we find, indeed, that there is success.

Secretary **Hufstedler**. Congressman Kildee, we shall certainly explore that possibility within the dimensions of this bill. Of course, we shall explore it outside the dimensions of this bill in terms of programs for demonstration that can be run by the Department of Education under existing appropriations.

Mr. **Kildee**. I would like to work pretty closely with you because my bill is in, but I certainly would not be reluctant to have it attached, perhaps, in some way as an amendment to the bill which will be brought in here. I think that if we can get some type of grant for programs like that, we could achieve a great deal in this area.

I taught for 10 years before I got involved in this profession, and I really believe that there are certain students whose basic problem goes beyond a deficiency in the basic skills, but goes to their own attitude towards themselves. They sometimes need some intensive care in that area.

Secretary **Hufstedler**. Congressman, I think that we should explore it. I think you are identifying what is a critical factor in having these young people move on their way toward achievement. Once again we are talking about motivation. Sometimes the youngster will be motivated by work experience, sometimes by alternative schooling, and sometimes in traditional schooling with a combination of experience in the work market or by other kinds of interventions that are tailored to meet the needs of that youngster.

I shall be glad to look into it with you.

Mr. **Kildee**. Thank you, Madam Secretary.

Thank you, Mr. Chairman.

Chairman **Perkins**. Madam Secretary, it is pretty evident to me that we are going to have to have you back accompanied by the Secretary of Labor within the next few days.

Mr. **Hawkins**. Would the chairman yield?

Chairman **Perkins**. Yes.

Mr. **Hawkins**. Mr. Chairman, I am wondering about the procedure. The major part of this proposal pertains to employment. As you know, the Subcommittee on Employment Opportunities, I would assume, would consider that phase of it along with six other proposals that are now in that subcommittee.

You are talking about witnesses that we have discussed bringing before the subcommittee, and I am wondering about the time element, whether or not it is the intent to have the witnesses come before both subcommittees, or to basically take up for consideration in this subcommittee the educational aspects, and allow the subcommittee that has jurisdiction of the manpower phases of the proposal to conduct its hearings with particular reference to labor market functioning, job creation, and many other things that I don't think this subcommittee would go into.

Chairman **Perkins**. Let me say to my colleague that this subcommittee has no intention of interfering in any way with the jurisdiction of the gentleman's subcommittee over manpower programs. But in connection with this particular hearing, I think that it may be necessary to see what kind of agreement has been arrived at in connection with the CETA and school programs, so that we understand it thoroughly. This is all I had in mind.

Mr. **Hawkins**. You are not in any way prejudicing the calling of many of the same witnesses before the other subcommittee.

Chairman **Perkins**. No, not at all.

Mr. **Hawkins**. With that understanding, Mr. Chairman, I quite agree with your procedure.

Mr. **Goodling**. Mr. Chairman, may I ask, will we have numerous joint hearings?

Chairman **Perkins**. That would be my plan, unless Mr. Hawkins has other plans. We will discuss that. It is my judgment that we should have a considerable number of joint hearings, except when Mr. Hawkins thinks something deals exclusively with manpower. We will work that out among ourselves, and I think it would be beneficial if we could have joint hearings.

Mr. Hawkins and I will discuss that. We have not yet discussed it to any degree at this time. We will discuss all aspects of it thoroughly.

I would like to ask you two or three questions today, Madam Secretary.

The specifications that you have provided the subcommittee seem to suggest that the requirements for the program will be rather complex. I am wondering whether you have given any thought to simplifying the legislation?

For instance, I know that you are aware of the complaints we have all received about the tremendous amount of unnecessary paperwork in all education programs. Have you considered the paperwork burden in these programs?

Secretary **Hufstedler**. Yes, Mr. Chairman, we have considered it. We recognize that there will be some additional paperwork at the threshold of the program. We are anticipating that as we move along we can, in fact, not only reduce the paperwork for this program, but fold in some paperwork that exists in other programs to have a consolidated approach which will result in less paperwork than there is today.

Chairman **Perkins**. Let me again repeat, there is at the local level much distaste for Federal programs because of the additional paperwork that is being added on every year. Even with the school lunch program, you hear the local school districts and all the people in the area complaining to the superintendent's office about the additional paperwork coming out of Washington.

If there is some way that we could simplify this paperwork, I think I will redound to the credit of your Department, and our programs will not become unpopular. I am afraid if we don't do that, sooner or later many of our programs are just going to get bogged down at the local level because of the paperwork.

Mr. **Goodling**. Would the chairman yield?

Chairman **Perkins**. I will yield.

Mr. **Goodling**. One of the areas that I think you should look at as an alternative formula for allocating planning funds is the ESEA title I system. I think you will see that you would have a 90-percent correlation. That would be one possibility.

The planning program you have designed, I think, could go on and on forever. Take a look at it, but I don't see why it could not be done using title I.

Secretary **Hufstedler**. I appreciate the suggestion. We have looked at it, but let's look again. In order to maintain the concentration aspects of the program, the dimensions of ESEA I are not identical, but nevertheless we will take a look.

Mr. **Ford**. Would the gentleman yield?

Mr. **Goodling**. Yes.

Mr. **Ford**. I think there is a misunderstanding involved. I don't understand Mr. Goodling to suggest that you get down to the point where concentration is going to be affected in your implementation. He is only talking about how you give money to a school district, to an LEA for planning purposes only, which would not give that school district any kind of a special claim on the later concentrated implementation money.

Instead of doing all the things that this proposal would require before you could find out who is going to get some money for planning, you simply have the computer tell you where the title I money is going by LEA's. All the problems with concentration happen after you get into the LEA. Then you would give the LEA's a proportionate share of the planning money based on the assumption that the same school district, like Detroit, Chicago, Philadelphia, or Los Angeles, is going to require planning money in the same kind of proportion that they now receive title I money.

Secretary HUFSTEDLER. Congressman Ford, I appreciate your explanation. We shall explore it. I appreciate the insight offered by both Representative Goodling and by Representative Ford.

Chairman PERKINS. Let me ask you another question, Mrs. Hufstedler. How will the basic skills grants and the vocational education grants fit together; are they intended to serve the same students? In other words, will the same students receive basic skills instruction from the first type of grant, and then receive employment training from the second type of grant?

Secretary HUFSTEDLER. They are intended to be integrated in the experience of the youngster, so that he or she who is receiving the vocational education component will receive reinforcement of the basic skills in the rest of the school program. So they will be complementary.

Chairman PERKINS. Could you tell us how the school and the CETA programs under this bill are going to be coordinated? Will a particular group of young persons receive both education assistance and employment assistance, or will they be separate groups of persons?

Secretary HUFSTEDLER. The individuals will receive both kinds of assistance according to the adopted plan of the school that is designing the program. Therefore, it may well be that a particular school, for example, will decide that, for the disadvantaged young persons they are working with, it would be most desirable to have them spend part of the time in vocational education, part of the time in work experience, and part of the time in regular classrooms.

The youngsters who are participating in that program of that design would do all three, but there is not a repetition of the tasks. The three experiences are coodinated by the school itself. If the school wants to apply for the vocational education money, and you will recall that that is 25 percent for vocational education set aside, the school in its plan would seek those funds for that school program.

Chairman PERKINS. Mr. Ford.

Mr. FORD. Thank you, Mr. Chairman.

I do not want to pursue the question I was on when we shifted a few moments ago, except to call the Secretary's attention to the fact that when you look at all the subjective judgments that are going to be made in determining the suitability of a plan for application of these funds within a large city school district, I think if you try to relate that to the kind of problems we have observed, you will find that a piece of legislation that puts this many subjective judgments in the central office is really going to expand upon paperwork, meetings, and the whole problem. It may go on interminably.

For example, I cannot understand why we would give a local building principal the authority to submit a plan that would be subjected to the subjective judgment of the school's commitment to insure full and free access of students to the benefits of the program, without regard to race, sex, ethnicity, or handicap. Schools should be encouraged to present imaginative and thorough plans for overcoming stereotyping and other barriers based on race, sex, ethnicity, or handicap.

If they are now complying with the existing civil rights law—and presumably they are or they would not be receiving Federal funds—these matters are not subject really to much subjective judgment. They are finite requirements which they have to have complied with prior to meeting the requirements of the Civil Rights Act, the Education for the Handicapped Act, and the bilingual programs, on top of the regular title I considerations.

I suggest you should review how many subjective judgments you want to inject into this process, because our experience with first saying that there will be a subjective judgment by someone, but it will be a judgment on certain criteria, has caused us some trouble.

What kind of a subjective judgment should a building principal be allowed to make with respect to sex stereotyping? Title IX makes it very clear, and the plan that they presumably filed last June on handicapped makes it very clear that every building in that school district has a definite plan. If one building in that school district attempts to deviate from the plan, it poisons the entire well, and the entire city loses its Federal funding.

I picked that out as one example out of a number of others here, and I hope you will ask your people to reconsider whether this really adds anything to the quality of the program, while at the same time suggesting at least to this member the possibility for all sorts of mischief.

Secretary **Hufstedler**. Congressman Ford, I take very much to head, as well as to heart, your suggestion. We shall reexamine the specifications and the draft in light of your expressed concerns.

Mr. **Ford**. Thank you very much.

Chairman **Perkins**. Mr. Goodling.

Mr. **Goodling**. Thank you, Mr. Chairman.

I have several questions, some of which you may wish to respond to in writing since we're running late.

You talk about institutionalized and deliquent youth. I need clarification as to what you define as institutionalized youth. I am not sure how broad that term is.

Secretary **Hufstedler**. I think that we are going to have to clarify it, so there is no mistake about the youngsters who, under existing State law or under the conditions of Federal legislation, are encompassed within that group. We will get back to you on that if we may, please, Congressman Goodling.

[The information referred to above follows:]

The education proposal in the Youth Act of 1980 defines institutionalized neglected and delinquent children precisely as they are defined in the Title I ESEA program. A neglected child is one who has been committed by the court or voluntarily placed in an institution because the child has been abandoned, neglected or has been made parentless. The delinquent child is one who has been placed in an institution because the court has found the child delinquent or in need of supervision. Institutions whose programs are State operated or supported are eligible for State formula funds. Children who reside in locally supported institutions and are served by the LEA will be counted in the basic grant formula. Delinquent children who reside in adult correctional institutions are also counted in the allocation formula.

Mr. **Goodling**. Second, I think it makes political sense to look at your 10-percent discretionary fund. I think 10 percent may not be enough. Politically speaking, I don't know how you would sell the program to Congresswoman Smith, or Paul Simon, or the chairman of this committee, or myself, at 10 percent. There are an awful lot of rural youngsters who should be eligible for the set-aside money but won't be under your proposal. For example, in my congressional district alone there are 15 LEAs which should quailfy.

With a 10-percent set-aside, a city of 100,000 would be served, but not my 15 LEAs. All of these disadvantaged youngsters could not be served, in my estimation, under the 10-percent set-aside. So, I suggest reconsidering the 10 percent set-aside. Perhaps 15 percent might be more feasible politically speaking if for no other reason.

Secretary HUFSTEDLER. We appreciate the suggestion. We shall look at it. I can say that within the whole design of the program, it is possible to put together several school districts in order to qualify for the programs. That provision addresses the concern you mention. We will take a look, as long as we do not get the funds diluted to the point where we cannot provide the concentration that we need for the program.

Mr. GOODLING. Keep in mind there is no one poorer than a rural poor person.

Secretary HUFSTEDLER. Yes.

Mr. GOODLING. You talk about career counseling in the junior and senior high. I am very concerned about coordinating it. For instance, to what extent will there be legislative coordination with the Career Education Incentive Act in carrying out the objectives of your career counseling?

You know in 1977 we authorized a $20 million career education program. I hope the two programs will be coordinated. I also hope we have counselors properly trained—who know something other than just business of going on to college. We need individuals who have been in the workplace, and have been in labor, and have been in management, and so on. The coordination, I think, is going to be very, very important.

Secretary HUFSTEDLER. I thoroughly agree, Congressman Goodling. I also agree that those who are undertaking counseling have got to have experience in the world of work if they are going to help youngsters know what it is about.

Mr. GOODLING. We have the title II basic skills program of ESEA. We have adult education. We have all of these things now that are giving a certain amount of money for career education. I would hope you have looked at all of these existing programs so that all career education efforts can be coordinated. Otherwise we'll have duplicity and a waste of money.

Secretary HUFSTEDLER. Surely.

Mr. GOODLING. One or two other quick questions.

I think that a question was asked in relationship to the reauthorization of vocational education. I believe you commented on when this bill will come before us. Right now we are talking about something we have not seen. We are anxious to have that so that we can see what it is that we are supposed to be working on.

I have no other questions at this time. Thank you, Mr. Chairman.

Chairman PERKINS. Mr. Hawkins.

Mr. HAWKINS. Thank you, Mr. Chairman.

Madam Secretary, you have indicated that you are building on current programs. May I ask you whether or not the current programs, particularly those under the Employment and Demon-

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stration Projects Act, have been evaluated as to their success, so that we may have before us a list of those projects or those programs that have been evaluated and entitled to perhaps being built upon. Has this been done?

Secretary **Hufstedler**. Congressman Hawkins, some of the programs have been evaluated by quite sophisticated techniques. Others have not been so evaluated, except by less rigorous standards of scrutiny. However, I would with respect to those programs request the opportunity to supply you with more detailed information.

If I may suggest, Mr. Taggard could assist in the endeavor to provide you with that information because it comes from the Department of Labor side.

Mr. **Hawkins**. I will just withdraw it until we have the Secretary of Labor before the committee, and see what evaluations have been placed on those.

We notice that one of the programs, the entitlement program, under the Employment and Demonstration Projects Act will not be continued, and yet we considered this one of the better programs. Is there any particular reason why this particular program is not being built upon?

Secretary **Hufstedler**. Congressman Hawkins, I have to turn to my joint jurisdiction person here, Mr. Taggart, to supply you with that information because it is not before me in my Department.

Mr. **Taggart**. On the equal chance supplement in the Department of Labor's presentation is an attempt to concentrate resources in high impact areas and to do some of the things that are now being done by entitlement. The results, as you know, are not now in on entitlement. You have youth that are going to be in there for 2 or 3 years, and we want to track them for a long period of time to find out where they work.

The program did not have adequate resources to spread it to all areas of the country that needed it. It is now only in 17 locations, 7 large locations where it is highly concentrated. We will learn all we have to learn from that by the end of the funding cycle.

Mr. **Hawkins**. When is the end of the funding cycle, is that the end of this year?

Mr. **Taggart**. Yes.

Mr. **Hawkins**. Let's get back to the subject of targeting. Could you compare the targeting under the education proposal with that under the CETA proposal? In what way do they compare with respect to targeting? Will they overlap; will they be identical; or will they be different?

Secretary **Hufstedler**. The same target population is going to be served in the sense that they are the disadvantaged youth most at risk in the employment field. However, as I tried to explain, the Department of Labor component is not dealing with in-school youth. Whereas the Department of Education component is dealing with in-school youth.

The programs are, nevertheless, going to be coordinated at all levels of the structure, from the interagency cooperation and the interdepartmental cooperation through the SEA's, LEA's, and the local school boards.

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Mr. HAWKINS. In the first instance, they will not be the same. They will be two different sets of targeting. Presumably some will be targeted under one, and others under the other?

Secretary HUFSTEDLER. Yes.

Mr. HAWKINS. But they will be coordinated?

Secretary HUFSTEDLER. That is right, because we really know that we are trying to deal with different persons who were in the same difficulty. But, it may turn out, Congressman Hawkins, that the 16-year old who is a member of the target population has dropped out of school, and that person comes under the CETA program and the DOL labors to try to net that person and bring that youngster back into school. If the youngster is in school, then it is the responsibility of the Department of Education.

With respect to summer jobs and enrichment by job during the course of the school year, we will cooperate with the Department of Labor and CETA in order to fund those jobs.

Mr. HAWKINS. I think that one of the things that many of us are interested in is what type of performance standards or criteria for the judgment of the success or failure of the programs will be built into the system. You use such phrases as "objective measures for assessing improvements, and enhanced employability of youth." In another instance, criteria will be used to judge a school's "imaginative and thorough plan."

Can you be more specific on what will be the measure of success or failure in terms of this new money which is to be allocated?

Secretary HUFSTEDLER. With respect to the education component on the junior high school side, for example, we would expect as part of the benchmarks built into the school's plan, to have such items as absenteeism; improvement in test scores with respect to the tests administered by the school and the LEA itself; responding on time to all of the projects with which the youngsters are involved, and similar items of objective criteria.

At the high school level, we would want the benchmarks also to be designed by the school which could include, among other things, the dropout rate; again absenteeism, not only from the classroom but from the job; the kinds of attendance marks, the kinds of response the young people are making to the program is a matter of objective measurement.

The number of youngsters over a period of time, for instance, who in fact move on from the program into jobs for which they are prepared is an additional kind of benchmark which will measure objectively the performance of the youngsters in the program.

There will no doubt be others specifically developed by the school itself, because we want the school to help us to design clearly the kinds of standards that the school believes ought to apply in measuring the performance of the youngsters in the program.

Mr. HAWKINS. In the prepared statement, Madam Secretary, on page 4 you say that they are failing to enter the labor force because they lack basic skills, including the ability to read, write, and compute, and because they lack positive work habits.

May I ask you whether or not you are in effect saying, then, that all of those individuals who are now being laid off in Michigan and elsewhere, and who will be laid off as a result of a 7.4-percent rate at the end of this year, are losing their jobs because they lack the ability to read, write, and compute?

Secretary Hufstedler. Surely not, Congressman Hawkins. We are simply responding to the results of the investigations by the Vice President's Task Force about what impairs people trying to begin entry level jobs, and dropouts from the work force with respect to the target population we are dealing with.

We are not talking about closings of plants, and all those problems. They are unrelated to this problem.

Mr. Hawkins. Would you not agree that there should be some coordination of this proposal, then, with other policies so that we make sure that at the end of the training, from which these youth will be considered as graduates, that there should be something in the way of jobs at the end of the line?

Secretary Hufstedler. It is our profound hope and, indeed, our conviction that preparing these young people for employment would be a failure unless we did have jobs at the other end of the line. We are going to bend every appropriate effort of the Federal Government to see that that happens.

Mr. Hawkins. Thank you.

Mr. Ford. Would the gentleman yield?

Mr. Hawkins. Yes, I yield.

Mr. Ford. The gentleman suggested a question when he asked about coordinating the CETA program with the educational program. We have been talking here in some detail about parallel delivery systems to the educationally deprived children and the programs that are now addressed for those children.

The CETA program uses a different set of criteria for targeting. One of the problems that comes quickly to one's mind is that title I targets 13,000 LEAs as eligible title I recipients. Title I concentration, which we have not yet funded, targets 4,000 eligible LEAs. But CETA targets only 470 prime sponsors. Moreover, the prime sponsors bear very little, if any, relation to the geographic and political boundaries of either the title I or title I concentration LEA.

Using Michigan as an example, out of approximately 600 school districts, there are only three that would be coterminous with the CETA prime sponsor. So that what comes into play is a whole variety of other kinds of local political structure when you move over to CETA. You divide 13,000 LEAs (where the poor children have already been identified by the same data that you are talking about using here) by the census data and by Orshansky, and distribute it to the 170 prime sponsors which by law must have a population of 100,000 or more.

So what actually happens is that some prime sponsors consist of many counties, many separate school districts within the counties. How, in short, do we coordinate a program between two very diverse methodologies of determining the target population and hope that we are going to hit the same people?

Secretary Hufstedler. Congressman Ford, I think we have a reasonably good chance to do that. Admittedly it is not simple. The coordination of Federal responsive programs rarely is. But I think we can make significant progress in that direction.

I would like Mr. Taggart to describe the Department of Labor's notions about how to handle that situation.

Mr. **Ford**. Let's add one more dimension to the confusion. CETA uses relatively current data. It is where people actually were a rather short time ago and where they were unemployed. Title I and the other programs, and your program would use for the educational component the 1970 census which will be 14 years old before your program really gets into existence.

CETA will tell you 3 years from now, when we get busy spending some money, where the unemployed people actually exist. The education component is going to tell you where they were 14 years ago. There is a problem not only in using different criteria, but in using criteria of a different age, when one recognizes that in the decade since the 1970 census, there has been a tremendous shift in population in this country.

If you look at the SIE data developed by the NIE out of their 1975 study, you will find from 1970 to 1975 a shift of where poor people are in this country, as reflected by the children from families of poor people. It was probably the most dramatic 5 years since we have been measuring it.

I am not trying to make the question impossible, but rather suggesting to you the kind of difficulty I am having trying to conceptualize how we bring these two things together.

Secretary **Hufstedler**. If I may, I will take the last two portions, and then deliver your question to Mr. Taggart.

We did not take the SIE figures because they do not include the junior high school youth we are attempting to reach, and because there is some indication that the figures are of dubious reliability.

We have asked for the Department of Education $1 million in order to obtain the appropriate processing of the data from the 1980 census. We shall move to the 1980 census data as soon as that process has been completed. But as of now that is not going to be in time to launch this program.

I would assume that when we have better data from the 1980 census, and have sorted the data and applied it to the programs that we are operating, we shall be able to undertake a giant venture with the Department of Labor as a continuing part of our responsibilities to see that our figures and their figures, when we are trying to do the same thing, bear some relationship to each other.

The former part of your question, with your permission, Congressman Ford, I will turn to Mr. Taggart because he is representing the CETA portion of our partnership.

Mr. **Taggart**. I am glad to get credit for our data base, but I am afraid that the Department of Labor uses the 1970 census to adjust the State level unemployment figures down to the prime sponsor level, and is prone to the same errors as are necessary on the education side. Until we get better figures or newer figures, we both have those difficulties.

In terms of prime sponsor funding, our prime sponsors cover the entire United States. The 470 now prime sponsors represent all the major jurisdictions of government, or cover those jurisdictions. Among those areas, our funds are distributed according to need. So that areas with greater need get more funding, and in the different titles of the youth bill there are different formulas utilized within the prime sponsor area.

Prime sponsors are to concentrate the resources they receive among areas and neighborhoods according to the needs within those areas. So there is a planning procedure through which each prime goes each year in order to allocate the subareas and presumably concentrate those resources in areas of greatest need.

In addition to that, our new proposals would call for a concentration formula which only goes to neighborhoods with very severe needs. So between the fact that prime sponsors already get more money if they have greater need, and then concentrate among neighborhoods and areas based upon the needs of those areas, in addition to that we would overlay a concentration formula which would only be for eligible areas. We are assured that there will be adequate resources to match the resources available on the education side.

There are probably adequate resources there already to, at least, absorb about a third of the youth in employment components in those areas.

Mr. **Ford**. You are counting on the fact that the 50 school boards within the jurisdiction of the prime sponsor are going to be able to agree that the prime sponsor has indeed concentrated the CETA progarm in the right neighborhoods.

Your description relies entirely on the fact that the subdivisions, since you have to divide 13,000 into 470, are going to be able to come together and agree that the 470 groups of wise men and women who have decided within that prime sponsor, which may be a number of counties, have made that decision accurately. You would work backward, presumably, from your formula using the prime sponsor local determination and work it back up. I don't know how that is going to give you a national figure, but in any event after it gets down to that level, we have some problem.

I look at the multiple in Mr. Hawkins' State and in mine, the correlation between prime sponsors and school jurisdiction is practically nonexistent for all practical purposes, when you look at it statewide.

Mr. **Taggart**. There is a requirement on our side that to be eligible for education cooperative incentive grants, those are the grants that will go for in-school activities, the prime sponsor must assure that there are adequate resources for work experience activities in those schools that qualify for the education side's activities, and both have to sign off. There has to be an LEA-CETA agreement to assure that that, in fact, occurs.

We do believe, however adequate the resources are, they will get down there. They will be available for a cooperative nature. I think it is important to know what has been done under YEDPA. There has been great cooperation at the local level, not everywhere, but much more than in the past. It does not bespeak the conflict that some seem to think will occur at the local level. We have worked together very well at both the Federal and local levels.

Mr. **Hawkins**. May I ask this question with respect to targeting. Do we understand that the targeting will be to the school and not to the individual. Therefore, within a neighborhood where a school is targeted, a youth whose income would not otherwise permit that youth to qualify, would be able to qualify merely because that school has been targeted. Am I correct or not?

Secretary **HUFSTEDLER**. No. The youth who is in a targeted school who is not himself or herself within the poverty or disadvantaged group does not qualify for the employment and work opportunities in the school, otherwise we simply could not have enough money.

Mr. **HAWKINS**. I am talking about the education side. Would that individual be allowed the educational benefits by virtue of being in the school. I am not talking about the employment side now.

Secretary **HUFSTEDLER**. Actually, in many instances the answer is "yes" because many of these programs, as we are designing them, are whole school programs. However, in terms of the additional effort that is put in with respect to these youngsters who are the targeted population, there will be some additional items for them that are not included for the advantaged youngsters in the same school.

Mr. **TAGGART**. Let me respond. On the CETA side, however, our funds will be provided such that all youth in schools that receive education grants will be eligible for funding for work experience and activities.

Mr. **HAWKINS**. Are you really saying, getting back to my original question in which I did not really include that, that a youth who, therefore, participated in the educational aspect of the program, but who would not have met the eligibility criteria——

Mr. **TAGGART**. No, we are trying to say that in the schools that receive education grants, all students will be eligible for both CETA funded and for education activities in those particular schools.

Mr. **HAWKINS**. Irrespective of eligibility criteria?

Mr. **TAGGART**. That is right.

Mr. **HAWKINS**. And income?

Mr. **TAGGART**. In the target schools, yes, sir. They will already be poverty schools by definition.

Mr **HAWKINS**. That is not the impression that I got in the answer that was given.

Secretary **HUFSTEDLER**. They are genuinely not inconsistent. I think Mr. Smith can expand on this.

Mr. **SMITH**. When the school works out a plan, it focuses its resources on the most needy students, whether they are low achieving or in poverty. As it develops its plan, it works in concert with the prime sponsor to try to develop ways of motivating students who need basic skills, who need work experience to insure that their basic skills have some real life aspect to them.

The students who are identified by that joint plan that is worked out between the prime sponsor and the school itself become eligible both for the work experience delivered by the prime sponsor and for the program in the school.

Mr. **HAWKINS**. In other words, you are saying that that same youth who were to go to the CETA program, it is possible that that youth would not be qualified for CETA, but by virtue of being in a school which would be qualified under this proposal, would obtain qualification for the entire range of program services as well as Job Search employment, and so forth.

Mr. **Smith**. If the student is defined as a particularly needy student by the school, and if the plan to have that student engage with the CETA system is also signed off by the prime sponsor.

Mr. **Hawkins**. May I ask, then, how much does this expand the eligible youth population? Aren't you being somewhat less restrictive, then, in terms of the number of eligibles especially by virtue of the fact that you are liberalizing the system otherwise in other instances?

Mr. **Taggart**. We had some experience in this from the entitlement program, where we have gone into areas and guaranteed jobs to all eligible youth below the poverty criteria who are in school and return to school. There what we found is that in those districts that are intensity poverty districts almost all youth are in fact eligible for the program, and do in fact join the program and want jobs.

So the model that we are proposing here is very closely alined to the entitlement model. I do not believe that there will be in those poverty area schools a great number of youth who would not ordinarily be eligible for CETA programs.

As Mike Smith indicated, we would also provide to those youth who are above income, if they don't have job needs, transition services or school work type of transition services.

Mr. **Hawkins**. I am very much in favor of every youth being served. I don't object to that. I think they should be served. But inasmuch as the money is not being provided, and targeting is used as the rationale on which not enough money is being provided, it just seems to me that this is somewhat in conflict with that approach. Although, I certainly sympathize with and agree with broadening the program.

Mr. **Ford**. Would the gentleman yield?

Mr. **Hawkins**. Yes; I yield.

Mr. **Ford**. I talked with you, Mike, about this the other day and that was one of the questions I raised with you. My understanding of what you told me was that once you determine statistically that a school building was a target school, the people inside of that building would decide who went to what class, and what they had, as we do with title I.

Secretary **Hufstedler**. Yes.

Mr. **Ford**. But what your department is saying is that once you have decided that that is a statistical target building for education purposes, then just as you would provide education services for anyone the school building personnel thought should have it, you would also provide the CETA program for any child in that school, with or without regard to their individual economic status.

Secretary **Hufstedler**. That is right, if the school plan itself calls for that, Congressman Ford.

Chairman **Perkins**. Let me interrupt because Mr. Buchanan has to leave. We will get back to you.

Mr. **Ford**. If you would just yield very briefly.

How do you do that without having a means test? You mean you would identify a child by poverty inside the building?

Secretary **Hufstedler**. No. What I am saying, Congressman Ford, is that a targeted school can, as part of its plan, decide to include the whole population of the school with respect to its CETA prime sponsor program. On the other hand, if a school wants to handle title I, to in effect put into a separate group certain of those students to receive the prime sponsor jobs, they can do that, too.

Mr. **Ford**. In all due respect, we don't let the schools now use economic criteria to separate children inside of a school building. The only place that we allow any Federal program to do that is for the free and reduced price lunch, and there are those of us on this committee who have railed about that for years.

The traditional liberal position is that we do not want to stereotype or mark an individual child as a poverty child, and for that reason we have bent over backward over the years to prevent them from identifying a child as anything but a part of a statistical body that happens to be attending a school that is called a school with a concentration of poor children.

We have never allowed them to put in place any kind of a means test for participation in the programs. It sounds to me as if we are going to reverse that.

Secretary **Hufstedler**. No, we are not reversing that. I am talking about eligibility for CETA jobs. That is all I am talking about. In terms of sorting out youngsters who are needy versus those who are not, I am simply saying that a school plan could decide to confine the job program to the needy youngsters in the school. We already do that.

Mr. **Taggart**. We seem to be tripping over our two terms. CETA would normally be $1 below the income criteria, and if they are $1 above the income criteria and they are in one of these schools. If the school decides that the youth below does not need to work and should just be getting intensified remedial education, that is what they would get. If they decided that the youth above the $1 cut off in fact needed work, and was academically qualified but needed a linkage activity, then that would be provided with CETA dollars.

We want to avoid the type of thing you are fearing we will get into. That is, we want to put our CETA dollars in those target schools, and leave them free to be merged with the educational activity very closely.

Chairman **Perkins**. Go ahead, Mr. Buchanan.

Mr. **Buchanan**. Thank you, Mr. Chairman.

I am not going to ask a question because I have a man who has been waiting for me for a half-hour. I just want to make two or three suggestions, and then ask your attention please.

First of all, on the basic formula, if I understand your proposal, you are targeting on a title I type basis, poverty children ages 5 to 17. I wonder if you might need to include an unemployment figure as a factor in your formula. I don't know how good our information is on unemployment figures for ages 14 to 21, but it may be that to insure our moving toward the target, which is unemployed young people, you would need to include an unemployment factor in addition to the poverty figure.

Second, information is available, and I have it before me, about non high school graduates 18 to 24 years of age. If it is available, the figure of non high school graduates within this age frame could also be used.

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I would suggest that as a possible factor in the basic grant formula in addition to the poverty statistics. This is for basic grants.

In regard to the planning money, I would like to join in the suggestion made by the gentleman from Pennsylvania that you might look at the title I LEA's as the ones to receive planning grant money; however, you may wish to include some discretionary money at the State level in the event—I don't know how good your statistics are, and how well you can measure—that there would be local education agencies that would not necessarily be included in that group and perhaps ought to be included in the planning function, or planning opportunity.

You could have some discretionary money at the State level, in addition to that basically targeted to the LEAs in the title I program.

Thank you, and I hope you will consider these things.

Secretary **HUFSTEDLER**. We shall.

Mr. **BUCHANAN**. Thank you, Mr. Chairman.

Chairman **PERKINS**. If it is necessary, we will have you back again. We will notify you beforehand, and give you ample notice. We have started, and we intend to proceed as expeditiously as possible.

Secretary **HUFSTEDLER**. I thank you, Mr. Chairman, and the highly attentive members of your committee for the extremely generous amount of time that you have given me this morning. Thank you for your courtesy.

Chairman **PERKINS**. The committee will now adjourn until tomorrow morning at 9:30.

[Whereupon, at 1:05 p.m., the subcommittee adjourned, to reconvene at 9:30 a.m., Tuesday, February 26, 1980.]

[Additional information submitted for the record follows:]

THE SECRETARY OF EDUCATION
WASHINGTON, D.C. 20202

March 5, 1980

The Honorable Carl D. Perkins
Chairman
Subcommittee on Elementary, Secondary
  and Vocational Education
House of Representatives
Washington, D.C. 20515

Dear Mr. Chairman:

I very much appreciate the gracious and careful attention you and the members of your subcommittee paid to my testimony during my appearance on February 25 in support of the Youth Act

A number of questions were asked at the hearing for which I promised more detailed responses. My staff is now in the process of gathering the information requested and preparing it for the hearing record.

I want to take this opportunity to address a number of specific issues which arose at the hearing, and I am told, during subsequent testimony. Those issues include:

- o the possibility of amending existing authorities, such as Title I of the Elementary and Secondary Education Act and the Vocational Education Act, in order to provide the education programs contemplated under the Youth Act;
- o evidence that the $850 million in operating funds for education might reasonably be expected to make any difference in an educational system that now spends approximately $100 billion annually; and
- o concern that the Administration's proposal delays full implementation of the education program until the 1981-82 school year, and the corollary belief that the funds could be delivered immediately to schools through existing mechanisms.

The following discussion addresses each of these issues in turn.

Amending Existing Authorities

Because a number of existing legislative authorities deal with improving basic skills and employment skills for students, the suggestion that those authorities be amended in order to accomplish the education goals of the Youth Act appears reasonable, and, indeed, the Administration considered this possibility during the initial development of the Youth Act.

However, when we considered the education goals we wish to attain under the Youth Act, we decided that attaining them through amendments to existing programs ran the risk of seriously dislocating ongoing efforts which are effectively meeting their current goals.

Consider the goals incorporated into the education title of the Youth Act:

- tightly targeting funds upon the urban and rural school districts with the highest concentrations of low-income students;
- restricting the use of the funds to the secondary grades;
- promoting efforts to make school-wide improvements in the teaching and learning of basic skills, as well as employability and job-seeking skills;
- fostering increased cooperation between and among local education agencies, secondary schools, prime sponsors, and employers in order to improve the ability of schools to meet the needs of both students and employers.

Although the concentration provisions of Title I are similar to the targeting goal described above, the Title I program as it has matured does not address these other issues. For example:

- the vast majority of Title I services are directed at elementary school students and not the secondary school youth the Administration's proposal tries to reach;
- rather than promoting school-wide efforts, Title I focuses only upon selected students;
- Title I supports year-to-year activities in schools instead of the 3-year commitment envisioned under the Youth Act;
- the Youth Act places responsibility for school selection in the hands of the local educational agency as opposed to the quite specific criteria for school selection required under Title I;
- the current Title I program makes no provision for the involvement of the business community, the vocational education system, or local prime sponsors -- all integral elements of the Youth Act.

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In view of these quite substantial differences we concluded that the purposes of the Youth Act could not easily be served by amending Title I. Indeed, we concluded that since the 89th Congress enacted Title I, the passage of time and much effort by Federal, state, and local officials have helped Title I mature into a program which is delivering needed and effective services at the elementary school level. We believe it would be a serious and perhaps tragic error to add a series of provisions designed to restructure Title I programs at the secondary school level in order to achieve the goals of the Youth Act. The 95th Congress in a serious and careful two-year review of the program did not propose to alter the program's purposes. That judgment should be respected.

In addition, the 1978 amendments to Title I are less than two years old. I want to urge the Committee to give state and local educators the time they need to implement those amendments properly before making major new changes in the program.

We plan to build upon the strengths of vocational education programs by providing that 25 percent of the basic and supplemental Youth Act grant funds be allocated through the vocational education system. Nevertheless, major changes in the Vocational Education Act would be required if we expected it alone to attain the education goals of the Youth Act. For example:

- o present vocational education funds are directed by formula to the state and not the district level;
- o the Congressional Budget Office estimates that only 25% of all vocational education high school students come from families with incomes below $10,000;
- o the program emphasizes vocational training and not education in the basic skills;
- o unlike the Youth Act, the vocational education program makes no provision for school-wide improvement efforts, nor for the considerable responsibility of the local education agency under the Youth Act.

Finally, with respect to vocational education, I suggest that it would be premature to amend this legislation absent the kind of careful review of the program which characterized the 95th Congress' revision of Title I. I hope this review will include an examination of the several studies of vocational education which will shortly be available such as the evaluation now underway at the National Institute of Education.

Evidence of the Potential to Make a Difference

I am aware that several members of the subcommittee are skeptical that $850 million in operating funds can have much impact upon an educational system that is spending approximately $100 billion each year. I cannot accept this pessimism.

First the $100 billion referred to addresses educational needs at every level of elementary and secondary schooling. The education funds of the Youth Act are targeted on grades 7 through 12. Moreover, these funds will be focused on only one-quarter of the school districts -- those districts where basic skills deficiencies at the secondary school level are the most severe and youth unemployment the most pronounced -- and within those districts funds will be made available to less than one-half of the secondary schools,

Second, there is a compelling need for new initiatives at the secondary school level if we are to improve quality and equality in education in this society.

There have been a series of national reports documenting the problems of our secondary schools, especially those serving poor and disadvantaged youth, and yet there has to date been little Federal response. The most recent of these reports, the Carnegie Council's Giving Youth a Better Chance, calls for high school improvements, including a significant increase in the number of options available to students and more emphasis on basic skills. The Youth Act education program can help provide the funds secondary schools need in order to respond to recommendations such as these.

There is little doubt that these funds are needed: the Federal government now spends only $231 per year on each low income high school student compared to $3046 for each low income student in college. Clearly we can do better, and clearly we must do better for our secondary school students.

Finally, I want to stress that schools are capable of improving their programs and that we know something about the conditions under which effective school change takes place. In 1978 the RAND Corporation published a report demonstrating that Federal assistance was most successful in inducing effective long-term change in schools under the following conditions:

- o strong administrative support, particularly from the principal;
- o school and community commitment to the goals of new efforts;
- o strong and sustained involvement of teachers, parents, and the community in the development and implementation of school programs.

These are precisely the kinds of conditions we are trying to create in our secondary schools through the education component of the Youth Act. As you know from the testimony about secondary schools before your subcommittee, many schools which meet these conditions already exist. We hope to build upon these successes and to enable additonal schools to learn from them.

Delay Until 1981-82 School Year

I am aware of the concern of several of the subcommittee members that the Youth Act programs will not be fully in operation in schools until the 1981-82 school year.

I assure you, however, that we will be funding programs in schools at the earliest possible time -- and I say that not because of budgetary outlay constraints, or because of the 12-month planning process built into the Administration's proposal. Program funds cannot be disbursed to schools any faster under existing funding mechanisms. Even if Youth Act funding were added to the 1981 Title I appropriation, it would reach schools only in the 1981-82 school year because of the advance funding provisions of Title I.

To conclude, Mr. Chairman, my staff and I are prepared to discuss modifications that will better attain the education goals of the Youth Act. But I believe it unwise to tamper with existing legislative authorities. I hope also that you share my optimism that the Youth Act can improve secondary education and youth employability in the same manner that Title I has improved elementary schooling. Finally, I want to reiterate my conviction that the Administration's proposal permits us to put operating funds into schools at the earliest possible date given the legislative provisions governing education funding.

I hope that you and the members of the subcommittee will not hesitate to let me know if I can provide you with additional information.

Sincerely,

Shirley Hufstedler

Shirley M. Hufstedler

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HEARINGS ON THE PRESIDENT'S YOUTH EDUCATION AND EMPLOYMENT INITIATIVE

TUESDAY, FEBRUARY 26, 1980

House of Representatives,
Subcommittee on Elementary, Secondary,
and Vocational Education,
Committee on Education and Labor,
Washington, D.C.

The committee met at 9:35 a.m., pursuant to recess, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Members present: Representatives Perkins, Ford, Miller, Kildee, Williams, Hawkins, Kogovsek, Goodling, Buchanan, and Erdahl.

Staff present: John F. Jennings, counsel; Nancy Kober, staff assistant; and Richard DiEugenio, minority legislative associate.

Chairman **Perkins**. The subcommittee will come to order. A quorum is present.

The Subcommittee on Elementary, Secondary, and Vocational Education is continuing hearings today on the President's youth education and employment initiative.

This morning we will open with Mr. David Mundel of the Congressional Budget Office, who will be discussing Federal expenditures for secondary school age youth. He will be followed by a panel of representatives from the American Vocational Association. Then, we will hear from a panel of representatives from the Council of Great City Schools.

Go ahead, Mr. Mundel.

STATEMENT OF DAVID MUNDEL, ASSISTANT DIRECTOR FOR HUMAN RESOURCES AND COMMUNITY DEVELOPMENT, CONGRESSIONAL BUDGET OFFICE

Mr. **Mundel**. Thank you, Mr. Chairman.

This morning, I want to discuss the Federal commitment to young people through education and employment programs; the growth of that commitment; and the allocation of resources among different groups of people.

I have a prepared statement that I would like to submit in full for the record. I will briefly summarize that statement this morning.

The Federal commitment to assisting young people through education, training, and employment programs is large, and has grown substantially during the last decade. Expenditures for these programs, including aid to college students, exceed $9 billion annually for those youth aged 14 to 11, a per capita expenditure in excess of $250 per young person.

During the next few months, the Congress faces important legislative and funding decisions that will shape the future character of these policies. In order to provide a background for these decisions, I want to treat three items in this morning's testimony.

First, a brief overview of the youth employment and education problems that are the focus of these programs.

Second, a review the size and distribution of these programs—that is, who gets the resources from these $9 billion of Federal expenditures.

Third, a brief discussion of the youth policy options and decisions that confront the Congress over the next year.

Employment and education problems exist for all groups of young people—whites and blacks, men and women, urban, suburban, and rural kids. But they are concentrated. They are present in larger proportions among minority, lower income, and less educated young people. This is seen most dramatically in table 1 of my prepared statement.

The unemployment rates of young blacks far exceed those of whites. Unemployment is generally higher among female minority young people than among male, and among high school drop outs than among those young people who finish high school. Black and Hispanic drop outs fare even worse. Young women, both black and white, with children experience even more significant employment and unemployment problems.

Education problems are similarly concentrated among particular groups of young people. Many young people, even in 1980, will not finish high school, but the minority and low-income youths will complete at even lower rates. In 1978, 10 percent of white youth and 14 percent of blacks were not enrolled in school and had not received a high school degree. Over 20 percent of Hispanic young people were not enrolled and had dropped out.

Similarly, low-income young people drop out from high school much more frequently than do their more advantaged counterparts. Seventeen percent of the youth with family incomes below $15,000 a year have dropped out of high school prior to completion. Young people in particular regions of the country experience higher drop outs than those in other regions. For example, almost 20 percent of the young people in the rural South are not enrolled in high school and have not graduated from high school, whereas the average nonenrollment or dropout rate for youths aged 14 to 22 for the country as a whole is 11 percent.

Many observers have predicted that these employment and education problems will decline in the near future because of the declining numbers of 14- to 22-year-olds. It is argued, that as the numbers decline, young people will find it easier to obtain employment; that high schools will become less crowded, and therefore, more effective; and that, these young people will be more actively sought by colleges and universities.

It is not at all clear, however, that these brighter prospects will hold true for the less advantaged young people—the people who have most of the employment and education problems that we are talking about. Other factors—the economic outlook, an expectation of high inflation and relatively high unemployment, changes in the adult labor force, and the changing demographic composition of the youth population itself, a population that is increasingly black and increasingly minority—make the outlook for disadvantaged youth much less favorable than that for young people in general.

These problems—the concentration among disadvantaged youth of education and employment difficulties—suggest that our youth education and employment programs should be concentrated on those most in need.

When we look at table 2, we can see whether or not the current Federal effort is targeted on those youth with the most severe education and employment problems.

Federal money is generally concentrated on the low-income, nonwhite youth. More than five times as much money is spent per capita on youth from lower income families as is spent on those from higher income families. About ½ times as much per capita is spent on nonwhite youth as on white youth.

These are the result of our current array of Federal instruments. The bulk of this assistance goes to youth who have completed high school, rather than those who are still enrolled in high school or have dropped out before completing their high school degrees. Approximately 50 percent of the total expenditure for young people between the ages of 14 and 22 is directed toward the fifth of the age group that is enrolled in college.

On a per capita basis in fiscal year 1979, the average Federal expenditure for postsecondary students was about twice as much as that spent on nonenrolled youth who did not complete high school, and about five times as much as that spent on high school students who were still attempting to complete their high school degrees.

In the aggregate, nearly 2½ times as many Federal dollars were directed to youth who were enrolled in school—that is, both college and high school—as were directed to youth who were not enrolled in school, who had either completed school or had dropped out prior to completion. About $6.5 billion went to those in school, and about $2.7 billion went to those who were not in school.

If we look at the education and employment programs that aid young people in toto, we find that 23 percent of the aid goes to elementary school students, 19 percent goes to secondary students, and 36 percent goes to students who are enrolled in college. Another 22 percent goes to those students who are not enrolled in school, either high school or college.

Beyond the question of targeting—that is, beyond the question of whether or not money goes to those people who have the most significant employment and education problems—we need to ask about the programs themselves. Are the resources effective in reducing the education and employment problems at which they are aimed?

The effectiveness of most Federal youth programs—particularly programs aimed at high school students—is unfortunately very uncertain. The effectiveness of Federal vocational education programs in improving the labor market opportunities of graduates is unclear. A congressionally mandated study of vocational education should improve our understanding of these activities.

It is generally acknowledged that the compensatory education programs, such as that supported by title I of the Elementary and Secondary Education Act, are effective in improving achievement.

But, as Secretary Hufstedler said yesterday, these programs are directed primarily at elementary school students. We have very little experience with the effect of compensatory education programs on high school students.

One thing is clear from a preliminary evaluation of these various youth training, education, and employment programs: there are no simple and no inexpensive solutions that will have long term effects.

The Job Corps, a program on which we have some data that suggest positive effects, costs approximately $9,000 to $10,000 per year per slot. Similarly, if we wanted to deal with the problems of young women with children—young women who have dropped out of high school or face difficult employment prospects—we would be faced with providing social services such as child care in order to let them have the opportunity to participate in these employment, training, or educational activities. These programs and the needed social services will not be cheap.

Without a concerted and carefully planned effort to improve the education and employment related skills of these disadvantaged young people, it is unlikely that the prospects for these young people will be improved.

The Congress is currently facing several critical youth policy decisions. One decision is whether or not to expand, or to implement new programs in the education and employment area. Allocations will have to be made among alternative areas—expansions of high school programs or expansions of aid to postsecondary schools, expansions of training programs or expansions of employment programs.

Within each program area, the Congress in concert with the administration will have to establish priorities regarding which activities are more effective. Is training more effective than employment? Is student aid more effective than an increased support for high school learning? Which activities are more effective in improving education and employment skills, and in serving the most needy population? Which programs should receive increasing budgetary attention?

Several major pieces of legislation are currently under discussion in the Congress. The administration has proposed a new secondary school program, and a new employment and training program for disadvantaged youth. In reviewing these proposals, the Congress will need to consider whether or not funds should be designated for specific purposes, or whether they should be dispersed to local schools or to local prime sponsors with the freedom to plan and design locally described and locally chosen programs.

The Congress will also have to decide what system of funding should be used to provide support for local school districts, for local prime sponsors, for other supporters of education and employment activities; and whether Federal funds should be used to encourage cooperation between the education system, the CETA youth programs, and the private employment sector into which we hope young people will successfully move.

The Congress also faces decisions about the reauthorization and funding of the Higher Education Act. When most people talk about education and employment problems, they do not speak in terms of higher education. But these programs deal often with the same kinds of young people, and in a budgetary sense they often compete for exactly the same resources that improved high school programs and improved programs for high school dropouts will compete.

In higher education, the Congress will have to decide whether to expand student assistance, or to give greater emphasis to counseling and other student services. If the current emphasis on student aid is to be maintained, not only will the level of support have to be established, but the mix of resources among grants, loans, and work, and the mix of resources among low income, middle income, and upper income students will need to be established.

One way to look at these choices is to refer back to what was done with the current program in 1979. If the Congress chooses to fund the Higher Education Act as it has been passed by the House of Representatives, they will add approximately $200 to the per capita support for the young people enrolled in college.

If the high school program proposed by the administration is adopted, it will add approximately $60 to the per capita support for high school students. The youth employment initiative would add about $90 per capita support.

The difficult question that confronts you is not only whether to add these per capita increases in support, and with them the programs that they will implement, but also whether within those per capita levels to concentrate those resources on those students most in need.

It is clear that $60 spread evenly among all high school students in the country will make very little difference. Similarly, the $90 spread evenly among those young people who have dropped out of high school or who are high school graduates but not enrolled in college will make very little difference.

Either the overall commitment of resources can be increased, or the resources can be concentrated on those most in need.

These youth policy choices are numerous and difficult. My testimony today is intended to give some background for your deliberations, not to provide answers.

Mr. Chairman, we welcome this opportunity to come before you and your committee today, and we look forward to working with you and your staff as you confront these policy choices over the next several months.

[Prepared statement of David Mundel follows:]

PREPARED STATEMENT BY DAVID S. MUNDEL, ASSISTANT DIRECTOR, HUMAN RESOURCES AND COMMUNITY DEVELOPMENT, CONGRESSIONAL BUDGET OFFICE

The federal commitment to assisting young people through education, training, and employment programs is large and has grown substantially during the last decade. Expenditures for these programs, including aid to college students, exceed $9 billion annually for youth aged 14 to 22, a per capita expenditure of about $255. In real terms, federal outlays for youth programs have increased by over $3 billion since 1970, an increase of 185 percent on a per capita basis.

Despite these large federal expenditures, many young people do not complete high school and many others who complete high school have difficulty either going on to postsecondary education or securing employment.

During the next few months, the Congress faces legislative and funding decisions that will shape the future character of federal youth policy. The Administration is introducing new legislation to expand education and employment services to school-aged youth. The reauthorization of postsecondary education programs is under active legislative consideration. In addition, funding levels for all youth-oriented programs will be established as the Congress develops its fiscal year 1981 budget plans.

In order to provide a background for these decisions, my testimony today focuses on three points:

- First, an overview of the present and future status of youth employment and education problems;
- Second, a review of the size and distribution of federal resources that are currently devoted to these problems; and
- Third, a brief discussion of the youth policy options that the Congress is likely to consider this year.

THE CURRENT STATUS OF YOUTH PROBLEMS

Employment and education problems exist among all groups of young people, but they are disproportionately concentrated among minority, lower-income, and less educated youth (see Table 1). Historically, the unemployment rates of young people have exceeded those of adults. In January 1980, for example, the unemployment rate was 16.3 percent for those in the labor force aged 16 to 19, as compared with 4.4 percent for those aged 25 to 54. Among young people, the unemployment rates of blacks far exceed those of whites. Unemployment is generally higher among female minorities than among males and among high school dropouts than among graduates; black and Hispanic dropouts fare the worst.

Education problems are similarly concentrated among particular groups of youth. Many young people do not finish high school, but minority and low-income youths have the highest drop-out rates. In 1978, 10 percent of whites and 14 percent of blacks aged 14 to 22 were not enrolled in school and did not

TABLE 1. MEASURES OF YOUTH EDUCATION AND EMPLOYMENT PROBLEMS

Type of Youth	Percentage of Youth Unemployed[a]	Percentage of All Youth Who Are Not Enrolled in School and Have Not Completed High School[b]
Females		
Black	39	14
Hispanic[c]	21	24
White	14	10
Males		
Black	34	15
Hispanic	17	25
White	14	10
Location		
Nonmetropolitan	16	12
Central city	20	14
Suburban	14	8
Family Income		
Less than 15,000	N/A	17
15,000-24,999	N/A	6
25,000 or more	N/A	3

a. Bureau of Labor Statistics, annualized averages for calendar year 1979 for youth aged 16 to 19.

b. Current Population Survey, October 1978, for youth aged 14 to 22.

c. Hispanics are both white and black; these categories are not exclusive.

have high school degrees, as compared with 25 percent of Hispanic youth of the same age. Seventeen percent of youth with family incomes below $15,000 have dropped out of school, 6 percent of those with family incomes between $15,000 and $25,000, and 3 percent of those with family incomes over $25,000. Young people living in particular regions of the country also have high drop-out rates; for example, almost 20 percent of all young people aged 14 to 22 in the rural South are not enrolled in school and have not graduated from high school, compared with the national average of 11 percent.

WILL THESE YOUTH PROBLEMS EXIST IN THE FUTURE?

Many observers have predicted that these employment and education problems will decline in the near future because of the projected decline in the size of the youth population between 1980 and 1990. It is argued that the declining number of young people will more easily find jobs; will allow high schools to be less crowded and therefore more effective; and will be more actively sought after by postsecondary institutions. It is not at all clear, however, that these brighter prospects apply to disadvantaged youth. Other factors--the economic outlook, changes in the adult labor force, and the changing demographic composition of the youth population--make the outlook less favorable for disadvantaged youth.

Economic outlook. Youth unemployment in general, and minority youth unemployment in particular, are very sensitive to labor market conditions. If high unemployment is tolerated during the 1980s in order to reduce inflation, even higher youth unemployment rates, especially for minority youth, can be anticipated.

Changes in the labor force. Rising participation of adults in the labor force--for example, undocumented aliens and older workers--may provide new competition for younger workers during the next decade. If competition increases, the opportunities for minority and disadvantaged youth are likely to remain restricted.

Demographic composition of the youth population. Although the number of young people will decline over the next decade, the character of the youth population will change in ways that may maintain or increase the severity of youth problems. Disadvantaged and minority youth will represent an increasing share of the youth population. The nonwhite segment of the youth population is expected to increase from 16 percent at present to about 19 percent in 1990. The percentage of Hispanics in the youth population is also growing.

THE DISTRIBUTION AND IMPACT OF FEDERAL YOUTH PROGRAMS

Federal support aimed at improving the education and employment opportunities of youth is sizable. In a time of fiscal stringency, when there are many other competing demands on the budget, it is important to ask whether this money is well spent.

Are federal programs targeted on youth with the most severe education and employment problems? Federal money is generally concentrated on low-income and nonwhite youth. More than five times as much money is spent per capita on youth aged 14 to 22 in lower-income families as on those in high-income families, and about three and a half times as much per capita on nonwhite as on white youth.

The bulk of federal assistance goes to youth who have completed high school, rather than those who are still enrolled or who have dropped out of high school. Approximately one-half of the total federal expenditure for youth aged 14 to 22 is directed toward the fifth of that age group who are enrolled in college. On a per capita basis in fiscal year 1979, the average federal expenditure for postsecondary students was about twice as much as that spent on nonenrolled youth who dropped out of high school, and about five times as much as that spent on high school students (see Table 2). In the aggregate, nearly two and

TABLE 2. ESTIMATED PER CAPITA DISTRIBUTION OF FEDERAL EDUCATION AND EMPLOYMENT FUNDS TO ALL YOUTH AGED 14-22 BY EDUCATIONAL STATUS, INCOME, AND RACE DURING THE 1978-1979 SCHOOL YEAR: IN DOLLARS[a]

	All Youth	Youth Enrolled in School		Youth Not Enrolled in School		
		In High School	In Postsecondary	High School Incomplete	High School Graduates	Attended Postsecondary
Total Population	255	139	692	322	157	96
Family Income						
Less than 15,000	413	267	1,287	390	258	169
15,000-24,999	167	46	448	63	13	13
25,000 or more	72	30	202	25	b	b
Race						
Nonwhite	658	375	1,642	869	568	330
White	183	91	552	191	99	61

SOURCE: CBO estimates based on data from the Office of Education, the Department of Labor, and the Bureau of the Census.

a. Expenditures for youths enrolled in proprietary schools are not included in this table.

b. Less than $1.00.

a half times as many federal dollars were directed to youths aged 14 to 22 who were enrolled in school, as to youths aged 14 to 22 who were not enrolled in school. About $6.5 billion dollars went to those in school and $2.7 billion went to those not in school. Federal education programs distribute nearly all funds to in-school youth, while employment programs distribute one-third of their expenditures to these youth.

Besides the differences in federal expenditures for different types of youth aged 14 to 22, there are large differences in federal expenditures for elementary, secondary, and college students (see Table 3). Educational programs direct most of their funds to elementary and college students. In fiscal year 1979, 34 percent of total federal education program expenditures were directed to elementary school students, 12 percent to secondary school students, and 54 percent to college students. Employment programs provided about $1.2 billion to high school students during fiscal year 1979, and no funds to elementary students. From education and employment programs together, 23 percent of the funds go to elementary students, 19 percent to secondary students, 36 percent to college students, and 22 percent to those not in school.

Are federal programs effective in reducing the employment and educational problems of youth? The effectiveness of most

TABLE 3. DISTRIBUTION OF FEDERAL EDUCATIONAL AND YOUTH EMPLOYMENT EXP[illegible]ES AMONG ELEMENTARY, SECONDARY, AND COLLEGE STUDENTS AND BETWEEN IN-SCH[illegible] OUT-OF-SCHOOL YOUTH AGED 14 to 22, FISCAL YEAR 1979: IN MILLIONS OF D[illegible]

	Education and Employment Programs		Education Programs		Employment Programs	
	Total Expenditures	Percentage Distribution	Expenditures	Percentage Distribution	Expenditures	Percentage Distribution
TOTAL	11,903	100	8,028	100	3,874	100
In-School	9,248	78	7,973	99	1,274	33
Elementary (ages 5-13)	2,704	23	2,704	34	0	--
Secondary (ages 14-17)	2,218	19	[illegible]72	12	1,245	32
College (ages 18-22)	4,326	36	[illegible],297	54	29	1
Out-of-School	2,655	22	55	1	2,600	67
High school incomplete	1,269	11	48	1	1,221	32
High school graduates	1,386	12	7	--	1,379	36

SOURCE: CBO estimates based on information from the Office of Education and the Deparment of Labor.

NOTE: Components may not add to total because of rounding.

federal youth programs--particularly programs aimed at high school students--in reducing the educational and employment problems is very uncertain. The effectiveness of federal vocational education programs in improving the labor market opportunities of graduates is unclear; a Congressionally mandated study of vocational education is expected to shed some light on this issue. It is generally acknowledged that compensatory education programs, such as Title I of the Elementary and Secondary Education Act (ESEA), are moderately successful at improving achievement, but most of these programs have been directed at elementary school students. The Department of Labor is currently evaluating the Youth Employment Demonstration Projects Act, and their evaluations will be essential to an informed debate on the reauthorization and redesign of these programs. Long-standing, highly intensive training programs, such as the Job Corps, are recognized as somewhat successful at meeting the needs of disadvantaged youth. Federal student aid programs have shown limited success in increasing the participation in postsecondary education of young adults from lower-income families.

One thing is clear from our preliminary evaluation of various youth education, training, and employment programs: there are no simple or inexpensive solutions that will have long-term effects on participants. Without concerted and carefully planned efforts to improve education and employment-related skills, the problems of disadvantaged youth are unlikely to be solved.

YOUTH POLICY CHOICES THAT CONFRONT THE CONGRESS

The Congress is currently facing several critical youth policy decisions. One decision is whether or not to continue the expansion of youth-oriented education and employment programs during a period of overall budget stringency. Allocations will have to be made among alternative areas: expansions of high school programs or postsecondary education assistance; expansions of training or employment programs. Within each program area, the Congress will have to establish priorities regarding which activities are more effective in improving basic education and employment skills and in serving the most needy recipients, and thus which programs should receive increased budgetary emphasis.

Another important issue is the design or authorization of youth policies. Three major pieces of legislation affecting youth are currently under discussion within the Congress.

First, a major new secondary school education program has been proposed by the Administration as part of its youth initiative. This proposal would increase federal support for high schools in low-income areas to improve the education and basic skills of disadvantaged youth. In reviewing this proposal, the Congress will be considering several issues: whether funds should be designated for specific purposes, such as teacher training or program development; what system of funding should be used to provide support to local school districts; and whether and how to encourage coordination between high schools and the CETA youth programs.

Second, the Administration has also proposed, as part of its youth employment initiative, to reauthorize and consolidate several of the programs under the Youth Employment Demonstration Projects Act (YEDPA). The Administration's fiscal year 1981 budget proposes increased funding for those activities. These proposals raise several issues for the Congress: the relative effectiveness of training and job creation; the potential for coordination between schooling and employment opportunities; and how tightly youth programs should be targeted.

Third, the decisions about the reauthorization and funding of the Higher Education Act also confront the Congress with major choices: whether to expand student assistance or to give greater emphasis to counseling and service activities such as those provided by the Upward Bound and Talent Search programs. If the current emphasis on student aid is maintained, the mix of resources among grants, loans, and work-study programs will need to be decided. Within each of these programs, the distribution of scarce federal support among different types of students will also have to be established.

The youth policy choices that confront the Congress are numerous and difficult. My testimony today is intended to give some background for your deliberations, not to provide answers. Mr. Chairman, at the request of several committees, the CBO is currently conducting studies of several of the youth policy choices that will confront the Congress. We hope that we can meet with you again later to discuss the results of these analyses.

APPENDIX TABLES

APPENDIX 1. ESTIMATED DISTRIBUTION OF THE YOUTH POPULATION AGED 14-22 BY EDUCATIONAL STATUS, INCOME, AND RACE DURING THE 1978-1979 SCHOOL YEAR: IN THOUSANDS[a]

		Youth Enrolled in School		Youth Not Enrolled in School		
	All Youth	In High School	In Post-secondary	High School Incomplete	High School Graduates	Attended Postsecondary
Total Population	36,042	15,996	6,249	3,938	7,260	2,597
Family Income						
Less than 15,000	18,315	7,022	2,421	3,141	4,316	1,414
15,000-24,999	10,321	5,284	1,764	586	1,992	694
25,000 or more	7,406	3,691	2,064	211	952	489
Race						
Nonwhite	5,514	2,729	805	760	898	323
White	30,527	13,267	5,445	3,178	6,363	2,275

SOURCE: CBO estimates based on the October 1978 Current Population Survey, Bureau of the Census.

NOTE: Components may not add to totals because of rounding.

a. This population estimate does not include youth enrolled in special schools or proprietary institutions.

APPENDIX 2. ESTIMATED DISTRIBUTION OF FEDERAL EXPENDITURES FOR YOUTH AGED 14-22 IN ELEMENTARY, SECONDARY, AND POSTSECONDARY EDUCATION PROGRAMS AND IN EMPLOYMENT PROGRAMS BY EDUCATIONAL STATUS, INCOME, AND RACE DURING THE 1978-1979 SCHOOL YEAR: IN MILLIONS OF DOLLARS[a]

		Youth Enrolled in School		Youth Not Enrolled in School		
	All Youth	In High School	In Post-secondary	High School Incomplete	High School Graduates	Attended Postsecondary
Total Population	9,206.4	2,225.7	4,325.7	1,268.7	1,137.9	248.4
Family Income						
Less than 15,000	7,567.8	1,872.9	3,116.9	1,226.4	1,112.4	239.2
15,000-24,999	1,104.8	243.6	790.0	36.9	25.3	9.0
25,000 or more	533.7	109.2	418.8	5.3	0.2	0.2
Race						
Nonwhite	3,625.5	1,022.0	1,321.8	661.5	510.4	109.7
White	5,580.9	1,203.7	3,003.9	607.1	627.5	138.7

SOURCE: CBO estimates based on data from the Office of Education and the Department of Labor.

NOTE: Components may not add to totals because of rounding.

a. Expenditures for youths enrolled in proprietary schools are not included in this table.

APPENDIX 3. ESTIMATED DISTRIBUTION OF FEDERAL EXPENDITURES FOR ELEMENTARY AND SECONDARY EDUCATION PROGRAMS TO YOUTH AGED 14-22 BY EDUCATIONAL STATUS, INCOME, AND RACE DURING THE 1978-1979 SCHOOL YEAR: IN MILLIONS OF DOLLARS[a]

		Youth Enrolled in School		Youth Not Enrolled in School		
	All Youth	In High School	In Post-secondary	High School Incomplete	High School Graduates	Attended Postsecondary
Total Population	753.7	618.4	80.5	47.7	4.9	2.3
Family Income						
Less than 15,000	469.9	396.1	41.7	25.9	4.4	1.8
15,000-24,999	224.9	177.8	30.0	16.5	0.3	0.3
25,000 or more	58.9	44.4	8.8	5.3	0.2	0.2
Race						
Nonwhite	243.6	208.2	18.3	12.5	3.3	1.2
White	510.1	410.1	62.2	35.2	1.6	1.0

SOURCE: CBO estimates based on data from the Office of Education.

NOTE: Components may not add to totals because of rounding.

a. Federal expenditures for students attending proprietary institutions are not included in this estimate. Some programs, such as vocational and occupational education, distribute funds to community colleges, four-year colleges, and adult education programs, as well as to high schools.

APPENDIX 4. ESTIMATED DISTRIBUTION OF FEDERAL EXPENDITURES FOR YOUTH EMPLOYMENT PROGRAMS TO YOUTH AGED 14-22 BY EDUCATIONAL STATUS, INCOME, AND RACE DURING THE 1978-1979 SCHOOL YEAR: IN MILLIONS OF DOLLARS[a]

	All Youth	Youth Enrolled in School		Youth Not Enrolled in School		
		In High School	In Post-secondary	High School Incomplete	High School Graduates	Attended Postsecondary
Total Population	3,874.7	1,245.4	29.2	1,220.9	1,133.1	246.1
Family Income						
Less than 15,000	3,820.5	1,245.4	29.2	1,200.5	1,108.0	237.4
15,000-24,999	54.1	0	0	20.4	25.0	8.7
25,000 or more	0	0	0	0	0	0
Race						
Nonwhite	2,009.1	731.0	13.5	649.0	507.1	108.5
White	1,865.6	514.4	15.6	571.9	625.9	137.7

SOURCE: CBO estimates based on data from the Department of Labor.

NOTE: Components may not add to totals because of rounding.

a. Federal expenditures for students attending proprietary institutions are not included in this estimate.

APPENDIX 5. ESTIMATED DISTRIBUTION OF FEDERAL EXPENDITURES FOR POSTSECONDARY EDUCATION PROGRAMS TO YOUTH AGED 14-22 BY EDUCATIONAL STATUS, INCOME, AND RACE DURING THE 1978-1979 SCHOOL YEAR: IN MILLIONS OF DOLLARS[a]

	All Youth	Youth Enrolled in School		Youth Not Enrolled in School		
		In High School	In Post-secondary	High School Incomplete	High School Graduates	Attended Postsecondary
Total Population	4,578.0	362.0	4,216.0	0	0	0
Family Income						
Less than 15,000	3,277.4	231.4	3,046.0	0	0	0
15,000-24,999	825.8	65.8	760.0	0	0	0
25,000 or more	474.8	64.8	410.0	0	0	0
Race						
Nonwhite	1,372.8	82.8	1,290.0	0	0	0
White	3,205.2	279.2	2,926.0	0	0	0

SOURCE: CBO estimates based on data from the Department of Education.

NOTE: Components may not add to totals because of rounding.

a. Federal expenditures for students attending proprietary institutions are not included in this estimate. Some Social Security and veterans' benefits go to students enrolled in high school.

Chairman **Perkins**. Mr. Hawkins.

Mr. **Hawkins**. Thank you, Mr. Chairman.

Mr. Mundel, in the consideration of the Federal distribution of education money, have you taken into account any degree of substitution of Federal money for local resources in those instances in which the money has been allocated to so-called disadvantaged youth?

Mr. **Mundel**. No. The numbers in table 2 and throughout the testimony refer to the total amounts of Federal support.

Mr. **Hawkins**. You did not relate that at all to local resources.

Mr. **Mundel**. We have not done similar distributions on local resources. Nor have we yet asked the question, which I think has to be asked, whether or not these Federal resources add to, supplement, or simply replace resources that would have occurred otherwise. I think that is important in any Government activity. If we give more money to high schools, will we be adding resources?

Mr. **Hawkins**. Keeping in mind that the Federal dollars on a percentage basis are relatively small as compared with the total resources to accomplish the job, I am wondering whether or not the small amount of Federal assistance, unless it is extremely targeted and mandated to achieve specific purposes, and also done in such a way that local resources are not in any way reduced in order to effect some economies at the local level——

This is a rather insignificant addition to the resources. You have not considered that at all.

Mr. **Mundel**. We have not considered that. I think some of the provisions that the administration has proposed, and that are present in other education and employment proposals, for maintenance of effort by States and localities would help to prevent the substitution of Federal funds for State or local funds.

To the extent that the programs are concentrated on particular groups of either schools or young people, and to the extent that the activities for which the money can be used are restricted by congressional or regulatory action, we would expect that substitution would be less of a problem. Simply to spread the money would, I think, result in very little additional new service to the young people we are concerned about.

Mr. **Hawkins**. I assume the Budget Office has not had an opportunity to review the administration's proposal. Obviously, we don't have a bill before us, and I am wondering to what extent do the comments made by you apply at all to the administration's proposal.

Mr. **Mundel**. With me today is Jan Grassmuck of our staff. Over the last several days, she and I have read the preliminary specifications for the administration proposal. That reading is in no way a thorough analysis of a very complex piece of legislation. We will be doing that sort of analysis shortly.

Mr. **Hawkins**. You would have no comment specifically on the proposal at this time?

Mr. **Mundel**. Broadly speaking, the administration's two proposals—the education proposal and the employment and training proposals—attempt to target resources, both in terms of which schools are eligible and in terms of which young people are eligible for employment and educational services.

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Our preliminary reading suggests that these proposals are less restrictive than current laws in terms of the kinds and styles of activities that could be supported. But since our reading is merely preliminary, and since what we read are legislative specifications rather than a law and actual regulations, it is difficult to say how restrictive or nonrestrictive the proposals will really be.

Mr. HAWKINS. You indicated that the solution is not simple, or inexpensive. Would you believe that the addition of approximately $1 billion on the education side of the proposal constitutes an inexpensive approach, or a reasonably effective approach? How would you classify it?

Mr. MUNDEL. If that money were concentrated so that instead of making available an average of $60 per young person in additional service, the program provided about 10 times that much to the young people in question, that program could make a difference. But that is a suspicion rather than a judgment based on a formal analysis.

We have done very little with compensatory high school programs. We have done very little research. We have done very little implementation. One has to question what we can do before we implement the program.

Mr. HAWKINS. You indicated that the Department of Labor is currently evaluating the Youth Employment and Demonstration Projects Act, and that their evaluation will be essential to an informed debate. Are you familiar with whether or not their evaluation is completed, or what at the present time is the status of such evaluations?

Mr. MUNDEL. To the best of our knowledge, most of the evaluations are not yet completed. We have seen some preliminary analysis of the participants in the entitlements project. There have been more thorough analyses of the Job Corps. By and large, the evidence from those projects—from the experiments and demonstrations—is not in a shape that it can be summarized or can be the basis for appropriate policy decisions.

Mr. HAWKINS. Job Corps is one of the prime examples of the programs that everybody agrees are reasonably successful. I don't know whether you would agree with that or not, but I think your statement implies it. Yet, it is one that is not being expanded, although the authorization has been granted by this committee and so far as I know the appropriation is available.

So this is a prime example of some instance in which we are not moving ahead. The evaluation has been favorable, and Congress has responded.

Mr. MUNDEL. I think your summary and sense of our testimony is correct.

On the employment side of the administration's specification, they say, and I think I am quoting, "It is the intent of these resources to provide support for nonresidential programs that are like the Job Corps." But the employment side of the specifications does not restrict the money for intensive services like the Job Corps.

The Job Corps is probably the youth program on which we have the best evidence. That evidence suggests in terms of employment, in terms of wages, and in terms of success in the military—we have a fair amount of evidence about Job Corps graduates in the military—that the program has positive effects. The evidence also suggests that the program is very expensive. We have to ask whether those effects are worth the $9,000 to $10,000 per slot that it costs to run the Job Corps program.

Some of that is residential costs. So, to the extent that the administration's proposal resulted in nonresidential programs, the per year costs would be lower than $9,000 to $10,000.

Mr. **Hawkins**. There is no prohibition about having nonresidential ones, and that obviously would reduce the cost. The law permits that, so it would not be a barrier in any case.

Mr. **Mundel**. I cannot explain why the Job Corps has not been expanded, or why people have not proposed expanding it.

Mr. **Hawkins**. Thank you, Mr. Mundel.

Thank you, Mr. Chairman.

Chairman **Perkins**. Mr. Goodling.

Mr. **Goodling**. Thank you, Mr. Chairman.

Yesterday, I asked the Secretary if her unemployment statistics included postsecondary students. She did not know. How about your unemployment statistics, do they include postsecondary students?

Mr. **Mundel**. We have some data that separates out the unemployment rates of young people, whether they are enrolled or not enrolled in school. I would be happy to supply those for the record. But most published unemployment statistics include students, both college students and high school students.

[Information referred to follows:]

Question. How about your unemployment statistics, do they include postsecondary students?

Answer. We have some data that separates out the unemployment rates of young people, whether they are enrolled or not enrolled in school. But most unemployment statistics include students, both college students and high school students. High school dropouts, and young people enrolled in elementary and high school generally have the highest unemployment rates. College students and non-enrolled high school graduates fare better in terms of employment (see Table 1).

If college students (who have a lower unemployment rate than other youths aged 16–24) are not included, the unemployment rate for all youths aged 16–24 increases slightly. While 10.8 percent of all young people were unemployed in October 1978, 11.3 percent of all young people excluding college students, were unemployed.

TABLE 1.—PERCENT UNEMPLOYED AGED 16–24 BY SCHOOL ENROLLMENT STATUS, RACE, HISPANIC ORIGIN AND SEX IN OCTOBER 1978

Enrollment status	Percent unemployed					
	Total	White	Black	Hispanic	Male	Female
Total, ages 16–24	10.8	9.0	25.0	12.9	10.3	11.4
Enrolled in school	12.5	10.7	31.2	13.8	12.9	12.2
Elementary and high school	16.9	14.9	36.2	21.5	17.3	16.5
College	8.3	6.6	25.4	5.7	8.2	8.4
Not enrolled in school	10.[illegible]	[illegible]	23.1	12.6	9.2	11.0
High school dropouts	18.6	16.4	2[illegible].7	16.0	16.8	22.0
High school graduates	7.8	6.4	20.3	9.6	6.7	9.0

Source: U.S. Department of Labor, Bureau of Labor Statistics, "Students, Graduates and Dropouts in the Labor Market, October, 1978."

Mr. **Goodling**. It makes a pretty big difference when you are talking about unemployed youth.

Mr. MUNDEL. It makes a large difference in the numbers, and it makes a pretty big difference in the rates.

Mr. GOODLING. You touched on the amount that is spent, I believe, for postsecondary students by the Federal Government. Would you say that postsecondary aid tends to reduce the unemployment figure?

In other words, is there a benefit from that expense you are talking about?

Mr. MUNDEL. I would say there is a benefit to higher education programs. The effect of those programs on the unemployment rate depends on two factors. The first is whether the programs actually encourage more people to go on to school. The evidence there suggests that for lower and and moderate-income students the programs have some positive effect.

Mr. GOODLING. So the targeted population we are talking about is affected?

Mr. MUNDEL. Yes.

Once they are in school, the question is whether or not these same people need support, or need to work because their families need support, and whether they can find part-time jobs. I don't at the top of my head have the comparative unemployment rates of in-school/in-college youth by family income status. I will be happy to go through that analysis for the record.

[Information referred to follows:]

Question. So the targeted population we are talking about is affected?

Answer. Once they are in school, the question is whether or not these same people need support, or need to work because their families need support, and whether they can find part-time jobs. The comparative unemployment rates of in-school/in-college youth by family income status indicate that either enrolled or non-enrolled youth from low-income families have the highest unemployment rates (see Table 2).

TABLE 2.—PERCENT OF YOUNG PEOPLE AGED 16–19 WHO ARE UNEMPLOYED BY SCHOOL ENROLLMENT STATUS, FAMILY INCOME AND SEX, OCTOBER 1977

School status and family income	Percent unemployed	
	Male	Female
Enrolled:		
Under $10,000	25.6	26.2
$10,000 to $14,999	15.6	19.1
$15,000 to $24,999	11.9	12.0
$25,000 or more	13.0	12.6
Not enrolled:		
Under $10,000	25.7	33.6
$10,000 to $14,999	20.4	18.0
$15,000 to $24,999	11.1	11.4
$25,000 or more	10.3	11.9

Source: U.S. Department of Labor, Bureau of Labor Statistics, "Students, Graduates and Dropouts in the Labor Market, October, 1978," October 1979.

Mr. GOODLING. Thank you.

You make a statement on page 11 that I somehow agree with, but I want to know whether you have studies that will back it up.

"It is generally acknowledged that compensatory education programs, such as Title I of the Elementary and Secondary Education Act, are moderately—I would add only moderately—successful." You don't have only.

Do you have statistical information or any studies to back this up?

Mr. MUNDEL. The evidence that we are using is from a series of studies of title I, which were done for the National Institute of Education and other administrative agencies. The studies deal primarily with elementary school programs. There are very few studies of basic skills compensatory high school programs.

Mr. GOODLING. You make a statement on page 12 with which I wholeheartedly agree. I just hope that we can find some way to find the answer. "Without concerted and carefully planned efforts to improve education and employment-related skills, the problems of disadvantaged youth are unlikely to be solved."

Of course, that is the purpose of all of these hearings.

Let me ask you one other question. Given the high rate of inflation, and I guess this week we are talking about 18 percent, what do you see as the economic implications of adding another $1 billion to our spending programs? Do you see the benefits outweighing the costs in relationship to inflation, and its impact on inflation?

Mr. MUNDEL. I think an addition of $1 to $2 billion to the Federal expenditures would have little effect on inflation, even if that $1 to $2 billion were added to the deficit. I think that is particularly true for programs such as the ones we are talking about, if they are well targeted.

The second reason why expanding these programs is unlikely to affect inflation is that they are not competing for a resource that is in scarce supply. The problem is that there are plenty of these young people who are not enrolled, who have not graduated from high school, and who are unemployed. We are not competing with private employers for those young people. The fact of the matter is, if the unemployment rates are true, that private sector employers are by and large simply not interested in employing these young people.

So, we are not bidding up the wages. The immediate effect on the wage structure and inflation, I think, would be very small, and the aggregate effect of an expenditure increase of this magnitude by itself would be relatively small.

We could say that to each and every subcommittee, of course, but the aggregate effect if everyone did it could be quite substantial.

Mr. GOODLING. Do you have any studies where subminimal wages or youth differentials have a positive effect on youth unemployment?

Mr. MUNDEL. We have done some preliminary reviews of a series of studies on that. What they suggest is that the employment opportunities for young people, particularly disadvantaged young people, would increase in number were we to have a subminimal or a lower minimum wage for these young people. But, depending on the status of the economy, some of that increased employment opportunity for young people would come at the expense of reduced employment opportunities for other people in the labor force.

Mr. GOODLING. When you get a piece of legislation, will you evaluate that legislation in relationship to duplicity and coordination, and so on, as far as all other programs that are now in operation?

Mr. **Mundel**. Yes. We have underway, at the request of several committees, a series of studies on education and employment programs for young people. Included in those studies are an effort to analyze coordination or duplication of services and the effect.

Mr. **Goodling**. Thank you, Mr. Chairman.

Chairman **Perkins**. Mr. Miller.

Mr. **Miller**. Thank you, Mr. Chairman.

Mr. Mundel, through your testimony you say time and again that it is a question of concentrating the effort. You said at one point that if tenfold that $60 amount was used that would be better.

From time to time, when the Congress makes decisions such as in the energy field, we ask how much does it cost to get that extra barrel of oil out of the ground. I think economists refer to that as marginal cost. Is that right?

Mr. **Mundel**. Yes.

Mr. **Miller**. I don't think the legislation would intend to spread the $60 or spread the money as widely as you depicted it there. It does have some poverty standards, and priorities, and so forth. But let's just take the hypothetical spreading of the $60. Is the marginal cost, then, very, very high in terms of the impact that it would have on reducing unemployment among the age groups that in theory we are seeking to reach?

I am speaking purely speculatively, but I am trying to narrow it.

Mr. **Mundel**. I think the marginal costs, in terms of either reducing unemployment or increasing the number of high school graduates, will be very high. I would say, even if the money is concentrated, the marginal costs are going to be very high. I did not mean to portray the administration's proposal as sort of an even dispersal mechanism.

In some ways, these are young people who the schools, their families, the society, the private sector have not done a good job with. The Federal Government is entering the picture when they are already 14 or 18 years old, and it is going to be very expensive to make some very small changes in their employment and educational prospects.

Mr. **Miller**. You also testified about the Job Corps, and then you also brought up the idea of addressing the problem of women returning either to school or starting out in the job market, and now would have to be met with day care.

It seemed to me that you were saying, if you really want to have an impact on various parts of this population, again, it is going to be very expensive, and there are some ancillary services that are going to have to be in place or you are not going to meet with success. Is that a fair restatement of your testimony?

Mr. **Mundel**. Yes. Take the example of the young unmarried woman with a child, who has dropped out of high school. Some social services will have to be provided for her child, and some help will have to be provided to enable her to return to an educational program, or enter a training or an employment program.

Mr. **Miller**. Is it conceivable that we possibly could be getting a better return on our money, in terms of this population, if we put $1 billion into the Job Corps program and tried to deal with 100,000 youth?

Again, I am trying to weigh what I am going to get for the money that I am going to be asked to spend. I am asking, obviously, very theoretical questions at this point, but maybe when we see the legislation we will have very specific questions.

Mr. **Mundel**. We simply don't know. It is not clear that we could expand the Job Corps from its current 40,000 or so enrollees to an operating level of 140,000. I would imagine, if we made a concerted effort, we could do that. I don't think we know whether that would be more effective than the program of distributing money to prime sponsors for nonresidential programs, and giving money to high schools and junior high schools for intensive basic skills programs.

Mr. **Miller**. Is the major problem one of trying rapid expansion of an existing system, or is it that we are still unclear about the results of the Job Corps program? You testified as to some of its successes in job placement, military experience, and so forth.

I realize when you add 100,000 to any system, you overburden it. But if you set aside those administrative problems, what kind of return are we getting for the $10,000 that we are spending? Is it better than the return I can expect for spending $60 per student in the country, or $260?

Mr. **Mundel**. The uncertainties with regard to the Job Corps are primarily ones about whether or not it should be expanded and, if so, how.

There are two kinds of uncertainties with regard to the education proposal. One is, if the Congress and the administration provide the money to local school authorities, what will be the character of the increased activities that they operate for these young people. The second is that, if they do run compensatory basic skills programs, we will still be uncertain about whether those programs will make a difference. We are very ill informed on both of those points. I am sorry I am not making it easier.

Mr. **Miller**. No. I think you are raising some very, very important points. It is somewhat comparable to standing at the roulette table, and the question is, do you put good money after bad. If it is not working, you may want to take a break for a minute, and rethink your strategy.

The other question that I would have a concern with is, on page 11, which has caught the attention of the committee, where you talk about the effectiveness of the vocational education programs. Have you looked at these studies?

You mention that one study is in the works, and will be released later this year, but there have been others. There are, in fact, successful models, are there not, within these various vocational education programs around the country that do train, do place, and do educate young people?

Mr. **Mundel**. My colleague knows much more about vocational education studies than I do. I think the two bottom lines would be: first, there are successful models; and second, there are some findings that suggest occupationally oriented or career oriented vocational education is particularly effective for some groups of participants.

Ms. **Grassmuck**. A recent longitudinal study found that for women participating in vocational education, clerical programs will increase their wage rates and reduce their unemployment rates, as compared to young women who do not participate in those programs. Of course, even though those clerical skills may provide them with jobs, these are not often jobs that will result in income growth. The future salaries of these young women will not be much higher than their entry salaries.

Mr. **Miller**. Back again to the idea of marginal costs, would it make more sense or less sense, or again don't we know, to maybe devise a categorical program for the expansion of successful models of successful programs that work? Let's take a program, hypothetically in Washington, D.C., in one of the high schools that has a good placement rate, and that is able to meld with the job market. Would it be a better expenditure of money to try to reasonably expand that program, than again to put the money out on a more broadly based program? In a sense meeting the burden of proof that you can do the job and getting rewarded for excellence or your successes?

Mr. **Mundel**. The argument with regard to whether we should use a decentralized system, using the existing education system, or the existing CETA system, or a more centralized categorical system, I think cuts both ways.

If one wants to restrict the activities provided, we have some clear understanding about which programs are more effective than others, or which activities are more effective than others. A categorical system is more likely able to be controlled so that young people do in fact receive those activities.

If one wants to stimulate improved performance in the educational system not simply with Federal dollars but also with State and local dollars, a decentralized system will tend to involve the local communities, employers, schools, and other local institutions in the solution of these kids' problems; it will excite them more than a more highly centralized categorical program, and may have greater capacity to change these existing systems.

The arguments point in both ways. Maybe both approaches should be tried, as we try to deal with the problem. The Job Corps is probably the clearest model of something like a national categorical program where we actually run sites.

Mr. **Miller**. Thank you.

Chairman **Perkins**. Mr. Erdahl.

Mr. **Erdahl**. Thank you, Mr. Chairman.

Thank you, Mr. Mundel, for being with us today. This is a followup to the gentleman from California, Mr. Miller. What I heard you say is that if you spread this $60 out so thin across the board, it probably would not do much good. It seems to me that in that area we have the alternative of targeting in on people who really need this assistance.

The other question is, Do we really need new programs? This is a fundamental thing for this committee to consider. Do we need new programs, or do we need modification and more adequate funding of present programs?

I guess this is a question for you rather than us, but if you would care to comment on it, please do so.

Mr. **Mundel**. If you want to do something in the high schools, you would clearly have to develop a new component in a program such as title I, which is primarily providing support for elementary school programs. If you want to provide basic educational literacy skills in addition to career-oriented vocational skills, you would have to amend or change regulations surrounding the vocational education programs.

I think you could introduce new areas of focus in high schools or junior high schools, new activities in basic skills, and new levels of concentration or targeting in almost any of the current programs concerned with the school systems or with the CETA prime sponsor system. It is questionable whether adding to current programs would generate a great effect, or generate the involvement of additional actors like the private sector, or in the case of high schools generate the collaboration between CETA prime sponsors and the high school adminstration.

You can add on but it is always at some cost. It takes time to pass a new piece of legislation and to develop regulations, and disburse planning grants and then have a competition. That also adds things to the system.

Mr. **Erdahl**. Thank you very much.

I have a question on the problem that Secretary Hufstedler brought up, and that you touched on today. It is the problem with the high school dropout. How do we get these young people to stay in school?

The specific question would be, and maybe your statistics would have this. Are these people dropping out because of lack of motivation, because of the lack of parent pressure that maybe some of us give to our kids to urge them to finish, or from economic necessity to keep the family going when we are talking about an 18 percent inflation rate? Or all of these reasons?

Mr. **Mundel**. I think young people probably drop out for all of those reasons. Their families need income. Many of them have families themselves. It is not simply a matter of providing income for their fathers and mothers. They are often mothers or fathers.

I think what the administration is looking for is a way to involve through Federal resources the community as the whole—the parents so that they increase their motivation; the schools and CETA prime sponsors so that they increase their performance and improve their activities; the private sector so that they will know more about young people will potentially offer more jobs for graduates and, therefore, make graduation of a more meaningful thing.

Because the causes of the problem are so complex, people are grappling with devices to involve a complex of entities and forces to try ameliorate that problem. I don't think that one factor or another is dominant.

Mr. **Erdahl**. It seems to me that you make a very valid point there. We try to attack a problem that we know exists, and it is going to involve this Congress, the community, the local schools, vocational education, the parents, the business community to provide some jobs that these young people will have if they have the skills to do the job.

It is a tough problem, and there is no easy solution. But thank you very much.

Thank you, Mr. Chairman. I have no further questions at this time.

Chairman **Perkins**. Mr. Buchanan.

Mr. **Buchanan**. Thank you, Mr. Chairman.

Mr. Mundel, I will have to digest your testimony.

You say on page 12 of your written statement, "Without concerted and carefully planned efforts to improve education and employment related skills, the problems of disadvantaged youth are unlikely to be solved." The President's initiative is an attempt to get at that.

One of my concerns is whether or not we are going to have adequate time to back off, look at the totality of what we are now doing, then, put the President's proposal into that overall picture, and see if we can come up with good answers to the questions you raise as to whether or not the Federal expenditures in this whole area are well directed and and bring the most for our money.

Do you have any comment on this?

Mr. **Mundel**. You are faced with the problem of having to plan and to decide not only which activities to support, but also whether to provide more training for the people who teach basic skills in high schools and in prime sponsor training programs, and whether to establish new models of improved training and education.

The time to do that is very short if one follows the calendar that is proposed in the administration's budget and that is described in the preliminary specifications we have seen. This is a very different problem, I think, than the problem that was faced when title I was implemented.

There was a longer debate before Title I, not simply debate on the hill and within the administration. There was debate in the academic world and in the school world about compensatory programs for little children. There is a fair history of training teachers to go in and do that activity way before 1965, when the Elementary and Secondary Education Act was adopted. There were curricular models that people had developed, and experiments and tests which people had performed with those models to see what worked.

That backdrop, which allowed a relatively rapid implementation of title I during the mid-1960's, has not occurred by and large in connection with the high school problem. There is very little curricular development, very little experimentation with basic skills models, very little change in the training—either in-service or preservice training—for the high school teachers. Yet, the problems of these young people are often more significant than the ones we attempt to deal with in title I. They are problems that have gone on a full 10 years more, and nothing has worked.

Mr. **Buchanan**. As someone who deeply believes in our postsecondary student assistance program, and as someone who has put a great deal of work into that, I am among those who firmly believe that the GI bill has paid rich dividends not only in social ways, but also economically to the government through the increased earnings of those who received the GI bill. I am quite confident that the same, as we go along, will prove true of our new investments in student assistance through the Middle Income Student Assistance Act, and the authorization just passed by the House last year.

In light of that, and of your figures for where the money is going, to this rather large group of young people who are not in school, do you have any idea, and perhaps this is not easily measurable, of what the socioeconomic cost may be of not doing something about that 80 percent? Is the 80 percent figure correct?

Mr. Mundel. The socioeconomic costs of dropping out or not completing high school include short-term unemployment and probably increases in crime as a result of young people not being employed or having other opportunities. Some have argued that more dropouts mean increases in welfare costs—AFDC and unemployment compensation benefits. Some evidence suggests, basically, that the people who drop out and experience employment problems early in their life may be basically at the end of the train forever. That cost may not be technically measurable, but I think most people would agree that it is quite significant.

They are young people and they have another 50 or 60 years of life. I don't think we can measure technically what the costs of being at the back are, but they probably are very high.

Mr. Buchanan. It seems to me that, as a government, we will be penny-wise and pound-foolish if we don't do more in the very area toward which this initiative is directed. But I think that sooner or later we need to address whether we could do better with what we are currently doing and get more mileage out of that.

Mr. Mundel. There is no doubt about that. The reason I put in the allocation of all education and employment training programs was to underscore the point that we spend a lot now. Perhaps, we do not spend enough, but also perhaps the money we spend now is not spent effectively in as concentrated a way and as targeted a way as it might otherwise be spent.

Mr. Buchanan. Thank you very much.

Thank you, Mr. Chairman.

Chairman Perkins. Let me thank you very much, Mr. Mundel. You have been very helpful to the committee. I have some questions but I think that I will withhold them inasmuch as you have given some excellent testimony, and the other members of the committee have pretty much covered all the ground.

Next we have a vocational education panel, and I am going to ask the entire panel to come around at one time. We will withhold questioning, in order to expedite the process, until the panel all testifies:

Dr. Gene Bottoms, executive director, American Vocational Association; Mr. Robert Spillman, State director of vocational education for the State of Kentucky; Ms. Cecile Caswell, assistant director of developmental programs and vocational education, Santa Clara County Office of Education, State of California; Dr. Charles Payne, president, Bessemer State Technical College, State of Alabama; Mr. Bob Schnieders, director, vocational education, Down River Area Vocational Consortium, Wayne County, Michigan; and Mr. Charles Tennant, Occupational Work Adjustment Coordinator, Columbus, Ohio.

We will first hear from you, Dr. Bottoms. You handle it in any way you prefer. You can introduce the members as you want them to testify. I understand that they are all going to make brief statements.

Dr. Bottoms. Yes, sir.

Chairman Perkins. Go ahead.

STATEMENT OF GENE BOTTOMS, EXECUTIVE DIRECTOR, AMERICAN VOCATIONAL ASSOCIATION

Dr. BOTTOMS. Thank you, Mr. Chairman.

We at the AVA wish to express thanks to you and to members of the subcommittee to allow us to present our views. I will make a brief overview statement of the AVA testimony, and call upon each member of the panel to make a brief statement.

On June 26, 1979, Hon. Chairman Hawkins of the House Subcommittee on Employment Opportunities invited us to present testimony on youth legislation. At that time, we called for comprehensive legislation to address the youth unemployment problem, and specifically made a number of recommendations.

We recommended that the Public Service Job focus of the Comprehensive Employment and Training Act be coupled with an equal focus on the education development of these youth. Second, that the new youth initiative legislation include both a preventive program and a clear focus to meet the needs of both in-school and out-of-school disadvantaged youth, and that the legislation be designed to aid states and local communities to begin to institutionalize a pattern of on-the-job learning and related instruction aimed at helping disadvantaged youth, and to help those local communities to develop the capability to develop their own folks.

Further, that the legislation create an improved basis of cooperation at the local level among education, CETA and the other community organizations in planning and operating programs to serve youth.

We feel the administration is to be commended for sending to Congress a Employment and Training Act that incorportes these concepts. AVA supports the administration's proposal, and we are pleased to have had the opportunity to cooperate in the development efforts leading to this point.

The administration proposal outlines a comprehensive effort to connect education, the CETA system and the community together in programs for disadvantaged youth. These linkages, which will provide jobs, basic education skills, employment skills and support services, will strengthen the capacity of states and local communities, particularly the depressed community, to help themselves.

The youth initiative recognizes that vocational education is an important component of the American education system, and that it provides vital assistance to disadvantaged youth in obtaining stable jobs.

The initiative embraces a concept we in vocational education hold, that the education cannot serve the disadvantaged unemployed youth of this nation without concerted and cooperative effort on the part of both vocational and academic educators.

In addition, Mr. Chairman, there are a number of specific concepts in the administration initiative that we support, particularly the grants to States and local education agencies for basic skills; the allocation of at least 25 percent of the funds to vocational and employment skills development to assure that disadvantged youth compete for the better and more stable jobs in this society; that local and state planning efforts link the education program to the communities; the use of existing resources to link these to the educational programs.

We agree with the targeting of funds to those communities that have the greatest need, and we agree with the idea that the out-of-school youth as well as inschool youth must be provided opportunities to be better educated, and to have better employability, and in particular opportunities to move to stable jobs.

While AVA is supportive of the administration proposal, we make the case that some improvements are needed. In the bulk of our testimony, we present our case on vocational education. We talk about our record in working with the disadvantaged youth. I will briefly summarize that portion of it.

The vocational education community serves over two million disadvantaged youth annually, who are so severely disadvantaged that they have to have special assistance to benefit from the program. But as we look at the results of this, we feel that vocational education can benefit individuals in their school lives, and we have provided some documentation of that effort.

The vocational education benefits individuals in their work lives. We include on page 9 a chart of a national public survey of some 2,000 adults across the Nation. You will see there that the non-high school graduate who had vocational education before he left high school, the family has a difference of about $2,500 income as opposed to the high school graduate who left high school without vocational education. The chart also addresses income levels and other levels of education.

We feel that vocational education can benefit the individuals in their own personal development. We feel that the very process of vocational education adds to the development of the empoyability skills as well as the technical know-how that one needs.

Vocational education can be effective for increased numbers of disadvantaged youth. Particularly, we feel that vocational education for disadvantaged youth helps to make all education goal oriented. We believe it provides these youth a place to belong, and a beginning basis of identity in the adult world. We feel it provides youth an opportunity to apply the basic skills in a learning by doing process. We feel that it allows disadvantaged youth to see and experience themselves constructive adult roles, to actually perform those adult roles.

We believe that vocational education helps build the confidence of youth, and that vocational education provides youth with a tangible form of success.

The uniqueness of vocational education and what we can contribute uniquely to the disadvantaged youth, we feel that we have some know-how in linking school and work together, and I identified for you a number of examples in the testimony regarding those approaches.

We believe that vocational education can provide skill training in occupational areas where demand exists—office occupation, the computer field, the metal trades field, and others, for which there exists great demand across the country today.

We feel that we can expand access to programs, and that vocational can help tailor programs to the unique needs of disadvantaged youth through intensive assessment, through individualized instructions, through an open-entry/open-exist to vocational programs, through lower student/teacher ratio, and support services.

We feel that we can work with the rest of the education community and others in pulling together the several bits of resources for this effort.

In summary, it seems to me from what we know about working with disadvantaged youth, if we can increase the amount of time we spend with these youth, if we can expand access for these youth to programs—the very communities that we are concerned about, if you look on page 20 of the chart we have included, you will find that these communities have fewer vocational training stations than do the rest of our communities.

We could talk much about where the blame for this resides, but the fact of the matter is that in many of these communities we have not elected to spend Federal dollars in ways that build the capacity of these communities to develop their folks. In fact, in the inner-communities of over 500,000 folks, you have something like 12 percent of the vocational training stations available to secondary school youth, but yet you have 22 percent of the people in those communities.

Very simply, there is an absence of capability in some communities to develop youth. That capability can be expanded by increasing the time those facilities that are there are used, and by adding to accessibility. We feel that it takes adults who spend a considerable amount of time with these youth, at least a couple of years of continuity, who are willing to walk the extra mile with them and help them develop that potential they see, with an instruction program that is individualized and one that is developmental in nature, and one in which the academic and the vocational teacher, and the community site learning can come together as a team. It is almost like a team of coaches to help sharpen up a football team to meet the opposition.

We feel that a team of professional folks with a group of disadvantaged youth, working together, and as the disadvantaged youth goes to the math class, they see a connection between that class and what they are going to be doing in the vocational education laboratory and the job. You can, in fact, plant the fertile seed for that youth to begin to see a policy of educational experience.

If you turn to page 25 of our testimony, we make some particular recommendations there for improving the administration proposal. I will only highlight a few of these.

The administration, in its proposal, speaks rather casually about the work experience. We would suggest that there be standards established for work experience programs, and that those be developed for learning stations, that they be supervised by the school, and that those expenses be connected to learning back in the school.

Second, we recommend that the possibility of CETA stipends for public service employment slots be extended to 14- and 15-year-olds. I am talking about the 14- and 15-year-olds who no one feels is ever going to face high school, the real difficult youth.

Mr. Tennant, who runs one of these programs in Ohio, in a moment will talk about that briefly. I have submitted in the testimony the results of this kind of program in the State of Illinois. Seventeen States have special arrangements with the Department of Labor and have mounted this kind of a program. We would ask that the legislation be amended to make this possible, to link with the CETA efforts.

Second, we would urge that all youth receiving public service job stipends should be required to be enrolled in a related educational component, to raise their productive capacity, so that they can enter private sector jobs.

Further, we offer some suggestions for the clarification of uses of funds. As we understand the administration proposal, 75 percent of the funds can be used for support of basic skills and employment skills, and we support the idea that 25 percent of those funds be set aside for employment skill focus only.

We would suggest that the out-of-school youth, the limitation of the amount of money that could be spent from that 30-percent cap be removed, and that we allow the State and local system to make that decision.

You have, in fact, developed across this Nation in the last 20 years a series of alternative school experience called the area vocational/technical schools. There is no reason why these schools should not be reaching out to those youth 16 to 21, and working with those particular youth. We would urge that the education phase be raised, that the age level be raised from 19 to 21.

We have added to the testimony a list of possible uses that might be made of employment skills funds. Further, we have made some suggestions that will hopefully improve the planning process at the local level. We would like to work further on a series of criteria we have suggested which might replace the more elaborate process that is offered in the administration bill.

We know that it is not a part of your committee's focus, but a couple of years ago, the Ways and Means Committee passed a job tax credit, and we were able to get that committee to add to that effort a jobs tax credit for 16-, 17-, 18-, and 19-year-old youth who enrolled in a cooperative vocational program.

That increased greatly our ability to place youth in private sector, on-the-job learning opportunity. That legislation is due to expire at the end of this year. I would hope this committee might express to members of the Ways and Means Committee their support to seeing that particular provision extended, because it will greatly strengthen our ability to use the community for learning purposes, and we find that it benefits greatly the small employer. It has a minimum of paperwork.

At this time, I would like to call upon Mr. Bob Spillman from the chairman's home State of Kentucky, to make brief comments.

[Prepared statement of Dr. Gene Bottoms follows:]

PREPARED STATEMENT OF DR. GENE BOTTOMS, EXECUTIVE DIRECTOR, AMERICAN VOCATIONAL ASSOCIATION

Mr. Chairman and Members of the Subcommittee,

The American Vocational Association (AVA) has a commitment to the educationally and economically disadvantaged youth of this nation. The members of AVA in all states and communities are seeking an opportunity to expand their professional efforts in order to reduce the high incidence of youth unemployment and to build more effective partnerships between education and the community.

Mr. Chairman, we in AVA know of your long standing interest in vocational education. We express appreciation to you and the members of the subcommittee for your support. As you consider the proposed Youth Employment and Training Act, we offer our assistance to do whatever is in the scope of our association to encourage the enactment of this legislation.

On June 26, 1979, the Honorable Augustus F. Hawkins, Chairman of the House Subcommittee on Employment Opportunities, invited AVA to present testimony on youth legislation. At that time, AVA called for comprehensive legislation to address the youth employment problem. Specifically we recommended that:

1. The public service jobs focus within the Youth Title of the Comprehensive Employment and Training Act (CETA) be coupled with an equal focus on the educational development of disadvantaged youth to give them the proper preparation to become productive workers in our society;

2. The legislation have as its basic intent the development of the productive capacity of disadvantaged youth through education focusing on both basic and employment skills.

3. The new youth initiative legislation include both a preventive and cure focus to meet the needs of in-school and out-of-school disadvantaged youth;

4. The legislation be designed to aid states and local communities in institutionalizing a pattern of on-the-job learning and related instruction aimed at helping disadvantaged youth obtain stable employment;

5. The legislation create a true partnership at the local level among education, CETA and the other community organizations in planning and operating programs to serve youth.

The Administration is to be commended for sending to Congress a Youth Employment and Training Act that incorporates these concepts. AVA supports the Administration's proposals and we are pleased to have had the opportunity to cooperate in the developmental efforts leading to this point.

The Administration's proposal outlines a comprehensive effort to connect education, the CETA system and the community together in programs for disadvantaged youth. These linkages, which will provide jobs, basic education skills, employment skills and supportive services will strengthen the capacity of states and local communities to help themselves. Working together within the community, the public and private employment sector will be able to expand their efforts, coordinate their activities and reach more people in need.

One of the most important facets of the Administration's proposal is its signal to the education community that it is in the national interest to make American education more effective in preparing and assisting disadvantaged youth to move from school to work. The resources from this new legislation will help to build the capacity of local agencies and institutions to create a true bridge between school and work.

The youth initiative recognizes that vocational education is an important component of the American education system and that it provides vital assistance to disadvantaged youth in obtaining stable jobs. The initiative embraces a concept that we in vocational education have held for decades: That education cannot serve the disadvantaged, unemployed youth of this nation without a concerted, cooperative effort on the parts of both vocational and academic educators.

In addition, Mr. Chairman, there are many other specific concepts in the Administration's initiative that we support including:

1. Grants to state and local education agencies for basic skills education;

2. Allocation of at least 25 percent of the funds to vocational education employment skills development;

3. Local and state planning efforts to link the educational programs to the community;

4. The use of existing resources to link these new efforts to the total education program;

5. The local and state decision-making authority and the flexibility to be creative;

6. The idea that out-of-school youth, as well as in-school youth, must be provided with opportunities to become better educated and employable in stable jobs.

While AVA is supportive of the Administration's proposal, we will make the case that some improvements are needed if: a) Vocational education is to make a maximum contribution to the development of employment opportunities for disadvantaged youth; b) The resources provided through this initiative are to be connected with other initiatives to maximize resources and to avoid paper work duplication and bureaucratic overload.

We recognize that changes proposed at this time will address only the concepts and the legislative specifications proposed by the Administration, and not legislative language. Because of this, Mr. Chairman, we request that the record remain open for further proposals from AVA as a follow-up to this statement after the legislation is drafted and placed before htis subcommittee for deliberation.

DISADVANTAGED YOUTH: WHO ARE THEY?

Our country has a growing population of young people whom we have labelled disadvantaged. They represent our greatest untapped human resource. We desperately need to make them a part of the American economic system.

Who do we mean when we talk of the disadvantaged youth? These youth are distinguished by much more than the backgrounds of poverty and hopelessness from which they have come.

They are frustrated, resentful, disruptive, bored. They feel powerless in the face of barriers of poverty, disease, discrimination and basic ignorance. America to them is an impenetrable system which deprives them of many of the options which constitute freedom.

The majority, though far from all of these young people, live in the inner city. There they wrestle daily with realities that most of us can scarcely imagine. They are frequently a part of large families living in close quarters, often without even the most basic necessities such as hot water, adequate plumbing or heat. Their stomachs are usually empty. Drugs and alcohol are more readily available than milk and vegetables.

Crime is as close as the nearest corner. It is easier to "hang out" with the crowd in the neighborhood than to find a way out. If they do search for a job, they meet with little success for they have little to offer a prospective employer. They are the people behind the unalarming youth unemployment statistics. Schools Don't Work.

Public schools do not work for these youth. In fact, disadvantaged youth view the schools with bitterness and distrust -- indeed, as the system's trap. These youth, who are struggling simply to survive, can see no usefulness in schools. In the daily educational routine, there seems to be little of a practical nature which they can see as offering a way to a better life. More frequently than not, they have abandoned formal education by age 16.

Since they seldom come in contact with "educated" people in their daily lives, few disadvantaged youth have any conception of how education can provide a stepping stone to a better future. Their role models for the most part survive through the welfare dole or through crime.

Providing values and hope for these students is more than our educational system is currently prepared to handle adequately. Most educators realize that these students require special help, extra attention, an educational emphasis that goes far beyond just teaching them reading or math or English.

Before these students can learn, they must want to learn. They must believe that through learning they will find a way out of poverty and hopelessness.

And they must believe that they can learn. By the time most disadvantaged youth reach the teen years, they have already gone through years of failure in school.

VOCATIONAL EDUCATION'S CAPACITY

Yet the public schools do have a built-in capability for meeting the needs of disadvantaged youth. It is called vocational education. The goal of vocational education -- to prepare people for work -- is one that any disadvantaged youth who struggled to find a job can understand.

Vocational education provides disadvantaged youth with a core of job-oriented learning experiences which give vitality to the education experience. It combines the critical ingredients of creative, committed staff, concrete skills training, instruction in basic and interpersonal skills and a range of supportive services designed to undergird the learning process.

With proper planning, effective utilization and adequate resources, we believe that vocational education can be the vehicle to get disadvantaged youth off the streets and onto a productive path within the nation's social structure.

THE EFFECTIVENESS OF VOCATIONAL EDUCATION

Any analysis of vocational education's effectiveness must begin with a clear understanding of who it is that vocational education serves.

Research tells us that vocational education students have traditionally come in greater proportions from the lower socio-economic ranks and have been students who as a group demonstrated less academic ability than their peers.

The three major, national longitudinal studies conducted in the past twenty years -- Project Talent, the Longitudinal Study of Labor Market Experience, conducted by John T. Grasso and John R. Shea and the USOE Senior Study show that secondary vocational education students are one standard deviation below college-bound students and one-half standard deviation below the general student in academic ability. Further, vocational students come, in much greater proportion, from the two lower socio-economic quartiles than students from the academic and general tracts, according to these studies.

In 1978, according to USOE figures, vocational education served approximately two million disadvantaged students with a federal set-aside investment of approximately $100 million, amounting to $50 per student. (These figures do not take into account the large numbers of disadvantaged students who do not require additional special services.) Clearly, vocational educators are committed to serving disadvantaged youth.

Vocational education develops human capital by developing the total individual. Through vocational programs, students mature into adult roles, not only through basic and technical skills acquisition, but also through learning experiences which deal with personal and interpersonal skills. Vocational education influences individuals in their school lives, work lives and in their personal development.

(1) Vocational Education Benefits Individuals in Their School Lives

Vocational programs can provide a place for disadvantaged students to become a part of the group and belong. Disadvantaged, alienated youth need a sense of purpose and a reason to stay in school and learn. These students need some sort of niche -- a base from which they can move toward achievable goals. Vocational programs give them that base.

Evidence of the effectiveness of vocational education programs for disadvantaged students was set forth by Sue Berryman[1] (1979) in a paper prepared for the Rand Corporation and presented at the Aspen Institute. Berryman Said:

> When we look at this array of variables, we see a group that relative to one or both of the other curricular groups: 1) comes from the socio-economically lower status families in the community; 2) does not do well at what schools tend to define as their highest status mission -- cognitive development; 3) is not part of the high school's extracurricular structure; 4) rates the quality of the school positively; 5) is not alienated from the high school; 6) does not regard themselves as having been channeled into their curriculum; 7) wants money, steady work, and a happy family out of life; 8) prefers to work after high school; 9) selects practically (technical/vocational postsecondary education);

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[1] Sue Berryman, "Vocational Education and the Work Establishment of Youth: What Combination and for Whom?", Rand, Santa Monica, CA, August 1979 (Working draft)

10) has higher postsecondary employment rates and higher numbers of hours worked per week; and 11) is more satisfied with jobs as a whole and with their specific dimensions.

This is a group that does not connect into the high school by excelling academically or through participation in extracurricular activities. However, these students do not evidence the alienation from school or other negative school attitudes that we might expect. In fact, they evidence less of these than the general students.

I suggest that the vocational curriculum accounts for this surprising combination of "outcomes". It gives these students a niche in the high school and a future direction with which they can identify.

Further, the evidence shows that vocational education has a certain "holding power" which keeps young people from dropping out of school. Findings from one such study, from a technical school in a St. Louis, Missouri[2] school district, appear as Table 1. As can be seen in the totals, more than 80 percent of the class of 1977 stayed in school and graduated from their vocational programs. Grasso and Shea also found that for students who complete 10 units of school, vocational education raises the possibility of their completing grade 12.

A statewide survey in Texas[3] of graduates of various vocational programs sought views of former high school students after five years of work experience. Table 2 shows their responses concerning the helpfulness of vocational education in: preparing graduates for first jobs, expediting learning by doing and understanding, developing good work attitudes, and exploring career opportunities.

In a 1979 report produced as part of the USOE Senior Study[4], students expressed their feelings about high school four years later -- in 1976, and 64 said that "School should have placed more emphasis on vocational and technical programs."

Grasso and Shea[5] found that vocational education turns students on to further education. They state that vocational students are as likely as their general education counterparts to receive post-school training. However, vocational students' post-school training is more diverse in nature. This suggests that secondary vocational education helps youth understand that learning can occur in a variety of settings.

These findings serve to prove that vocational education can make a major difference in how many students feel about school. Over time, disadvantaged youth can learn how to learn as well as discovering the importance of learning to their future work lives.

[2] "Follow-up Study of Vocational Students: Special School District, St. Louis County, MO, 1977.

[3] "Learning by Vocations: Views on Vocational Education by Former High School Students After Five Years of Real-Life Experiences" Summary of a survey conducted by the Advisory Council for Technical/Vocational Education in Texas, 1978.

[4] Bruce K. Eckland and Joseph M. Wisenbaker, "National Longitudinal Study: A Capsule Description of Young Adults Four and One-Half Years After High School, Center for Educational Research and Evaluation, prepared for USOE, February, 1979.

[5] John T. Grasso and John R. Shea, Vocational Education & Training: Impact on Youth, A Technical Report for the Carnegie Council on Policy Studies in Higher Education, 1979.

TABLE 1

SPECIAL SCHOOL DISTRICT OF ST. LOUIS COUNTY
VOCATIONAL-TECHNICAL EDUCATION

NORTH COUNTY TECHNICAL SCHOOL

HOLDING POWER OF STUDENTS ENROLLED

	Program	1973 Class			1974 Class			1975 Class			1976 Class			1977 Class		
		Enter 1971	Grad 1973	Per Cent	Enter 1972	Grad 1974	Per Cent	Enter 1973	Grad 1975	Per Cent	Enter 1974	Grad 1976	Per Cent	Enter 1975	Grad 1977	Per Cent
1.	Air Conditioning	20	17	85.0	23	21	91.3	44	41	93.2	42	35	83.3	39	34	87.2
2.	Airframe & Powerplant	—	—	—	—	—	—	20	18	90.0	21	20	95.2	20	18	90.0
3.	Auto Body	20	19	95.0	22	21	95.5	23	15	95.2	21	21	100.0	22	22	100.0
4.	Auto Mechanics	21	21	100.0	22	21	95.5	41	39	95.1	42	39	92.8	42	36	85.7
5.	Building Main. Mech.	—	—	—	—	—	—	—	—	—	22	17	77.2	21	17	81.0
6.	*Business and Office Ed.	37	27	73.0	35	34	97.1	52	47	90.4	54	44	81.4	42	41	97.6
7.	Child Care Assistant	—	—	—	—	—	—	27	17	63.0	20	16	80.0	21	16	76.2
8.	Cosmetology	—	—	—	—	—	—	17	16	94.1	22	16	72.7	22	22	100.0
9.	Diesel Truck Mechanic	—	—	—	—	—	—	21	20	95.2	20	17	85.0	21	19	90.5
10.	Electronic Data Proc.	53	46	86.8	56	52	92.9	60	54	90.0	58	47	81.0	61	55	90.2
11.	Eng. Graphics/Drafting	19	12	63.2	19	16	84.2	23	20	87.0	20	14	70.0	22	14	63.6
12.	Fitter Welder	21	18	85.7	19	18	94.7	40	39	97.5	42	36	85.7	44	40	90.9
13.	Graphic Production Art	20	14	70.0	22	18	81.8	22	19	86.4	19	15	78.9	21	18	85.7
14.	Industrial Electronics	37	31	83.8	22	19	86.4	39	32	82.1	42	38	90.4	44	39	88.6
15.	Machine Shop	43	35	81.4	38	34	89.5	64	50	78.1	62	49	79.0	67	58	86.6
16.	Major Appliance Tech.	18	13	72.2	20	17	85.0	22	14	63.6	20	15	75.0	17	15	88.2
17.	Office Equipment Tech.	—	—	—	—	—	—	22	17	77.3	22	18	81.8	21	14	66.7
18.	Offset Lithography	20	20	100.0	19	16	84.2	22	19	86.4	42	39	92.8	39	33	84.6
19.	Ornamental Horticulture	33	27	81.8	38	30	78.9	39	27	69.2	44	33	75.0	41	28	68.3
20.	Radio and Television	19	15	78.9	20	16	80.0	18	16	88.9	21	15	71.4	21	19	90.5
21.	Sheet Metal	20	18	90.0	19	14	73.7	18	14	77.8	20	16	80.0	20	15	75.0
22.	Small Engine Repair	—	—	—	—	—	—	22	21	95.5	20	19	95.0	20	19	95.0
	TOTALS	401	333	83.0	394	347	88.1	656	555	84.6	696	579	83.2	688	592	86.0

*Business and Office Education is a one year program, therefore, the entry date would be the following year; 1971 would be 1972.

TABLE 2

STATEWIDE SUMMARY OF RESPONSES BY VOCATIONAL EDUCATION PROGRAM OF RESPONDENTS

PREPARE FOR 1ST JOB?

		AG	DE	HO	UH	EH	OE	T&I	ROW TOTALS
Not Answered	0 0	2 1.4	2 .5	1 1.2	0 0	2 1.6	4 .6	3 .6	14 .7
Very Helpful	8 36.4	61 41.5	168 41.9	47 58.0	6 24.0	46 35.7	429 68.2	238 48.6	1007 52.1
Some Help	8 36.4	60 40.8	163 40.6	23 28.4	11 44.0	47 36.4	155 24.6	142 29.0	610 31.6
Don't Know	1 4.5	3 2.0	7 1.7	2 2.5	2 8.0	0 0	6 1.0	14 2.9	35 1.8
Very Little Help	4 18.2	12 8.2	38 9.5	6 7.4	3 12.0	17 13.2	18 2.9	49 10.0	148 7.7
No Help At All	1 4.5	9 6.1	23 5.7	2 2.5	3 12.0	17 13.2	17 2.7	44 9.0	117 6.1
COLUMN TOTAL	22 1.1	147 7.6	401 20.8	81 4.2	25 1.3	129 6.7	629 32.6	490 25.4	1931 100.0

LEARN BY DOING AND UNDERSTANDING?

		AG	DE	HO	UH	EH	OE	T&I	ROW TOTALS
Not Answered	1 4.5	2 1.4	5 1.2	1 1.2	0 0	2 1.6	5 .8	9 1.8	25 1.3
Very Helpful	5 22.7	78 53.1	161 40.1	52 64.2	12 48.0	56 43.4	391 62.2	283 57.8	1042 54.0
Some Help	10 45.5	53 36.1	166 41.4	18 22.2	9 36.0	52 40.3	193 30.7	131 26.7	633 32.8
Don't Know	4 18.2	4 2.7	22 5.5	3 3.7	1 4.0	7 5.4	14 2.2	25 5.1	81 4.2
Very Little Help	2 9.1	5 3.4	32 8.0	7 8.6	3 12.0	8 6.2	19 3.0	32 6.5	109 5.6
No Help At All	0 0	5 3.4	15 3.7	0 0	0 0	4 3.1	7 1.1	10 2.0	41 2.1
COLUMN TOTAL	22 1.1	147 7.6	401 20.8	81 4.2	25 1.3	129 6.7	629 32.6	490 25.4	1931 100.0

DEVELOP GOOD WORK ATTITUDES?

		AG	DE	HO	UH	EH	OE	T&I	ROW TOTALS
Not Answered	0 0	1 .7	2 .5	1 1.2	0 0	1 .8	5 .8	5 1.0	15 .8
Very Helpful	10 45.5	82 55.8	215 53.6	48 59.3	13 52.0	77 59.7	349 55.5	262 53.5	1061 54.9
Some Help	8 36.4	41 27.9	111 27.7	26 32.1	11 44.0	37 28.7	205 32.6	150 30.6	589 30.5
Don't Know	1 4.5	13 8.8	22 5.5	1 1.2	1 4.0	4 3.1	20 3.2	36 7.3	99 5.1
Very Little Help	1 4.5	7 4.8	35 8.7	5 6.2	0 0	6 4.7	35 5.6	26 5.3	116 6.0
No Help At All	2 9.1	3 2.0	16 4.0	0 0	0 0	4 3.1	15 2.4	11 2.2	51 2.6
COLUMN TOTAL	22 1.1	147 7.6	401 20.8	81 4.2	25 1.3	129 6.7	629 32.6	490 25.4	1931 100.0

EXPLORE CAREER OPPORTUNITIES?

		AG	DE	HO	UH	EH	OE	T&I	ROW TOTALS
Not Answered	0 0	4 2.7	2 .5	0 0	0 0	1 .8	9 1.4	8 1.6	24 1.2
Very Helpful	9 40.9	55 37.4	131 32.7	39 48.1	12 48.0	49 38.0	248 39.4	211 43.1	759 39.3
Some Help	6 27.3	46 31.3	138 34.4	31 38.3	7 28.0	38 29.5	219 34.8	154 31.4	639 33.1
Don't Know	1 4.5	15 10.2	33 8.2	1 1.2	0 0	10 7.8	34 5.4	38 7.8	134 6.9
Very Little Help	5 22.7	17 11.6	54 13.5	7 8.6	3 12.0	17 13.2	87 13.8	46 9.4	237 12.3
No Help At All	1 4.5	10 6.8	43 10.7	3 3.7	3 12.0	14 10.9	32 5.1	33 6.7	139 7.2
COLUMN TOTAL	22 1.1	147 7.6	401 20.8	81 4.2	25 1.3	129 6.7	629 32.6	490 25.4	1931 100.0

Source: Advisory Council for Technical/Vocational Education in Texas

(2) Vocational Education Benefits Individuals in Their Work Lives

The "bottom line" of vocational learning rests squarely in the labor market and in the home. The most universally used yardsticks for measuring vocational education's effectiveness have been placement rates, length of employment and salaries. Statistically, vocational graduates fare much better in these areas than their peers who come from other curriculum areas.

Many states have documented the effectiveness of their programs in terms of employment rates, earnings, employer and employee satisfaction, mobility, relationship of placements to training, attitudes and postsecondary education. (See accompanying list of states and their studies.)

A recent report on findings from several public opinion surveys conducted by the National Center for Research in Vocational Education shows clearly the economic payoff of vocational training for workers. Salary information for respondents related to the level of educational attainment revealed that workers who had received vocational training earned higher salaries than other workers with comparable education at every level from high school through two years of college. (See Table 3.)

State Effectiveness Studies

Why Johnny Can Work: An Analysis of Employers' Ratings of Secondary Area Vocational Technical Center Graduates. Pontiac, MI: Northeast Oakland Vocational Education Center, 1979.

A Follow-up of Former Vocational Students from the Roanoke City Public Schools 1975-76. Lloyd W. Enoch. Roanoke City Public Schools, Virginia. Department of Vocational and Adult Education, May, 1977.

Vocational Technical and Adult Education: Student Follow-up Study of 1974-75 Completions. Jim Preston. Sarasota County, Florida: Sarasota County Board of Public Instruction, May 21, 1976. ED 124.685.

Ghazalah, I. A. Longitudinal Study of Vocational Education Graduates and Utilization of Federal Income Tax Data. Columbus, Ohio. Ohio Department of Education, 1978.

A Follow-up Study of the Post-School Employment Success of Graduates from Four High School Special Education Programs in the Midwestern Intermediate Unit IV in Pennsylvania for the School Years 1969-70, 1970-71, and 1971-72. Final Report. Grove City, Pennsylvania: Midwestern Intermediate Unit IV, 1973.

TABLE 3

Family Income of Primary Wage Earners by Educational Attainment of Respondents With Two Years of College or Less, Vocational and Non-Vocational

Income	Attended H.S.		Completed H.S.		Attended 2-Year College		Completed 2-Year College		Total	
Ranges	Voc.	Non.	Voc.	Non.	Voc.	Non.	Voc.	Non.	Voc.	Non.
$5,000	7	17	8	24	2	4	1	2	18	47
$5,000-9,999	17	40	35	61	11	11	4	10	67	122
$10-14,999	11	14	27	41	10	15	10	6	58	76
$15,19,999	5	12	27	38	14	8	5	9	51	67
$20,-24,999	6	6	14	26	5	6	6	4	31	42
$25,-29,999	5	5	11	13	7	7	5	5	28	30
$30-34,999										
$35-39,999										
$40-44,999[a]	1	1	3	4	0	0	1	1	5	6
$45-45,999										
$50,000+	0	0	0	2	0	0	1	2	1	4
N	52	95	125	209	49	51	33	39	259	394
Mean[a]	$10,915	$8,600	$12,429	$11,591	$13,400	$12,500	$16,450	$15,450	$12,800	$11,350
SD[a]	9,077.52	7,876.61	8,581.6	9,247.	7,745.86	8,097.	10,495.79	11,979	8,943	9,433
t	1.55 p .05		.83 p .05		.57 p .05		.38 p .05		1.98 p .05	

[a] Mean and SD calculated assuming equal distribution of responses through $5,000 intervals.

Source: Morgan V. Lewis, Douglas C. McElwain, Patricia G. Fornash, "Attitudes Toward Vocational Education and the Relationship Between Family Income and Participation in Vocational Courses", The National Center for Research in Vocational Education, Columbus, Ohio, February 1980.

Research also shows that vocational education facilitates the career maturity of secondary school students. Grasso and Shea[7] report secondary vocational students' occupational goals were consistent with their curriculum choices. They further report that students in vocational programs were somewhat more likely to want jobs for which pre-employment preparation is available.

Further, Grasso and Shea also found that dropouts from secondary vocational programs did better in the work setting than did dropouts from the general curriculum. Not only did vocational training seem to result in better-paying jobs for these former students, they also tended to be employed to a greater extent in those occupations requiring pre-employment preparation than did dropouts from the general curriculum. Vocational program dropouts also showed greater mobility in the primary jobs than their general education counterparts and greater satisfaction in their jobs.

Studies concerning the extent of vocational education -- the amount of time in numbers of course hours -- reveal that increased time in vocational education results in increased employment. George Copa, et als[8], found that Minnesota vocational graduates do tend to come from the lower academic ranks, but fare better in further education and employment when thev have experienced increased amounts of vocational education. Table 4 shows statistics for Minnesota Class of 1978 one year after graduation.

[7] Grasso and Shea, 1979

[8] George H. Copa, Donald E. Irvin, Bary Forsberg, Nagi Salem, "On Measuring the Employment Effects of Secondary School Vocational Education: Minnesota Data and Experience", Minnesota Research and Development Center for Vocational Education, University of Minnesota, Minneapolis, January 1980.

TABLE 4

Students Taking and Not Taking Vocational Education in Minnesota High Schools -- Class of 1978, One Year Later

Characteristic	Total	Students taking vocational education	Students not taking vocational education
		Summary data	
Number	16,271	12,619	3,652
Percent[a]	100.0	77.6	22.4
		High school rank percentile (%)[b]	
In upper 25%	26.9	21.5	45.8
In Lower 25%	20.9	24.0	10.2
		Sex (%)[b]	
Female	50.5	55.1	34.8
Male	49.5	44.9	65.2
		Educational activity after one year (%)[b]	
Vocational school	14.2	16.1	8.0
Community college	7.6	6.9	10.0
4 Year college	30.9	23.6	54.9
		Employment activity after one Year (%)[b]	
Paid employment	64.1	67.8	51.9
Unemployed	6.8	6.5	7.9
Paid employment, only	35.5	40.6	18.5

[a] Percentages are of the total number of students for which data was available -- 16,271.

[b] Percentages are of the total number of students in the respective columns -- 16,271, 12,619, and 3,652.

Source: George H. Copa, Donald E. Irvin, Bary Forsberg, Nagi Salem, "On Measuring the Employment Effects of Secondary School Vocational Education: Minnesota Data and Experience", Minnesota Research and Development Center for Vocational Education, University of Minnesota, Minneapolis, January 1980.

Other evidence of vocational graduates' advantages in the labor market.

o The USOE Senior Study shows that:

-- Vocational graduates generally required less time to secure their first job and then outearn other students.

-- Most vocational graduates reported that their training was important in the acquisition of their first jobs.

-- Students from vocational programs found greater relevance in their education in terms of job expectations than did students in other curricula.

-- Overall, graduates of the vocational curriculum seemed more satisfied with their jobs than did graduates of other curricula.

o An article in Manpower noted that vocational students "obtain their first jobs more quickly and, subsequently, experience fewer and briefer spells of unemployment than others with a high school education".[9]

o Project Baseline found that vocational education trained students, when unemployed, have shorter periods of unemployment.

Thus, the evidence is clear that vocational education makes an enormous difference in individuals -- in terms of employment, income, attitudes and diversity of further education/training.

(3) Vocational Education Benefits Individuals in Their Personal Development

An important dimension of vocational education, the complement of job/occupational preparation, is the instructional emphasis on other skills that make good employees. This aspect of the vocational education programs focuses on such things as leadership development, work discipline, work values, human relation skills, career decision-making and problem solving. All of these skills facilitate the development of youth toward an appropriate work identity -- and employment.

Historically, vocational education has aimed for an effective blend of intrinsic (competence, integrity, pride) and extrinsic (placement, salaries) benefits in the design of vocational programs.

Through vocational education, students are better able to plan and make mature career choices because they are helped in building qualities of character which enable individuals to shape goals and work diligently toward them.

In a report issued by the Arizona State Advisory Council on Vocational Education[10], graduates of vocational programs indicated the benefits from vocational training which were most useful to them. At both the secondary and postsecondary level, graduates attached the most importance to: "Learning to cope, get along with customers, employers, employees, human relations, self-confidence, self respect and responsibility." Also of importance to these graduates was "psychological background for working, motivation, job-holding skills."

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[9] B. G. Reubens, "Vocational Education: Performance and Potential", MANPOWER, July '77, p. 905

[10] "The Product Talks . . . Who's Listening?", The State Advisory Council on Vocational Education, Phoenix, Arizona, 1977

Vocational education prepares people for their adult roles in life. The emphasis is on the whole person - not just on specific occupational competencies.

VOCATIONAL EDUCATION CAN BE EFFECTIVE FOR INCREASED NUMBERS OF DISADVANTAGED YOUTH

The issue today is not whether vocational education is effective or whether it can work for disadvantaged youth. The evidence shows overwhelmingly that it can work for this population.

The critical role of vocational education in the growth process provides the basis of its effectiveness in helping disadvantaged youth. Vocational education helps young people move from the arenas of play and daydreams to adult work. There are six major contributions that vocational education makes to this growth process that can serve to move disadvantaged youth toward productive lives.

(1) Vocational Education Makes All of Education Goal-Oriented

Vocational education can help disadvantaged youth see -- often for the first time -- that education can get them somewhere. Students get excited about learning because they are given a chance at last to set educational goals that have a practical value. Vocational education teachers help young people to focus in on the future and make it hopeful -- worth working for.

(2) Vocational Education Can Provide Identity and a Place to Belong

A feeling of belonging -- an identity -- can be established among disadvantaged youth in vocational programs. Through extended periods of time spent with a particular adult, disadvantaged youth are taught how to learn. Alienation is eliminated, and the youth have a person(s) to whom they can relate and a place where they can fit in.

(3) Vocational Education Enables Students to Learn By Doing

Vocational education puts classroom instruction to use in work situations. These activities foster a climate of excitement as students practice what they have learned from books. Basic educational skills when applied in meaningful "real-life" activities are learned more thoroughly and retained longer than when they are learned only in the abstract.

(4) Vocational Education Allows Disadvantaged Youth to See and Experience Themselves in Constructive Adult Roles

The "playful" features of vocational education are serious and increase in importance upon examination. Playing at being a homemaker, a farmer, a builder, a businessperson provides a testing ground for mature social interaction. As students perform constructive tasks, they are able to develop a work orientation based upon the values of productivity, accomplishment, pride, responsibility and independence. Disadvantaged youth gradually adopt this work ethic through vocational education -- through laboratory, simulated, and actual on-the-job experiences which require precision and production. Students learn to identify with adults as well as with their peers and they adopt increasingly more mature strategies for coping with their problems.

(5) Vocational Education Builds the Confidence of Disadvantaged Youth

Through emulating adult role models, vocational students learn to be competent, to help each other, to make decisions, accept consequences, negotiate differences and risk making mistakes. Young people feel good about themselves, and they are able to get and keep jobs. Vocational education promotes five dimensions of human development: 1) a sense of personal competence, 2) aesthetic appreciation, 3) integrity, 4) cooperativeness, and 5) a heightened sense of altruism.

People fail to get, keep and advance in jobs more frequently because they lack personal qualities rather than because they lack technical skills. Vocational education emphasizes these personal qualities in conjunction with its emphasis on specific occupational skills.

(6) Vocational Education Provides Youth With A Tangible Form of Success

Vocational education activities are interesting to students. Team projects are constructive and enjoyable, and students walk away with visible products about which they feel real pride. The products connect school life -- where sloppy standards will not sell. Students become enthusiastic, their energy levels and inventiveness rise. They become involved, and, with excitement, can finally say, "Look what I did!"

THE UNIQUE CONTRIBUTIONS OF VOCATIONAL EDUCATION

To become employable and employed, disadvantaged youth need a well-designed program which combines training in basic skills, personal and interpersonal skills, and techncial skills, coupled with on-the-job experiences and a wide range of support services. Educators can provide these essential features, through comprehensive vocational programs, in order to move disadvantaged youth from school to work.

Vocational programs are constructed to meet four important goals:

- To connect school and work over time;
- To provide skill training in occupational areas for which demand exists;
- To meet unique, individual student needs through specifically tailored programs;
- To develop, conduct and administer programs in cooperation with other educational areas and outside agencies.

(1) Vocational Education Connects Schools and Work

Vocational programs are designed to provide disadvantaged youth with a progressive, integrated pattern of on-the-job learning and related classroom instruction in basic and employment skills. This combined approach to learning can help disadvantaged youth obtain stable employemnt.

Job experiences are planned and based specifically on the needs and readiness of the individual student. In some cases, where students are not ready for private sector employment, more sheltered work experiences are provided. Work orientation and discipline are stressed so that in time students can move from youth jobs to adult jobs requiring technical know-how and maturity.

This progression allows each student to see the connection of continued in-school learning to jobs that become increasingly better. Students can clearly understand the relationship of the instruction to the requirements and demands of the job. Some of those connecting elements include:

- -- Basic Skills. Basic skills include written and oral communication links -- reading, writing, and speaking -- as well as computation skills. These basic skills are introduced at appropriate stages in connection with progressive technical skills.
- -- Educational Information. Information on types of occupations for which a student can train within a specific program, the cost, length of training, likelihood of employment, location of available jobs and qualifications needed to fill them must be a part of the instructional program.
- -- Labor Market Information. Information on characteristics of the labor market including current job vacancies, future estimates of vacancies, location of available jobs, wages, working indicators, job entry requirements and advancement possibilities must be made available to the students.
- -- Laws and Regulations. Students need to understand their rights and responsibilities under the law, as well as receiving information about organizations which can assist them.
- -- Skill training. Development of the expertise necessary to carry out a specific job. This training can take place in institutions, on the job, or in some combination of the two, such as cooperative work experience or apprenticeships.

In fact, vocational education can develop a number of different program designs which provide youth with a progressive pattern of on-the-job learning and related basic skills instruction. Successful models include:

A. Cooperative Vocational Education

As developed over the past several decades, cooperative vocational education is an effective program for coordinating on-the-job skill preparation with related school instruction. Studies show that persons receiving labor market information, job-seeking instruction and thorough cooperative vocational education have markedly higher earnings and occupational status as young adults than do students without such preparation.

Today more than one half million youth participate in cooperative vocational education, and most are placed in the private sector for on-the-job training. Upon completing their schooling, a full 50 percent of them stay on with their existing employers.

One such program which has been especially successful for disadvantaged youth is the Work Experience Career Experience Program (WECEP), which currently operates in seventeen states. This is a program for 14 and 15 year old disadvantaged youth.

Information about results of this program in Illinois provides some insight into the program's effectiveness. The state report shows success in five key areas, as follows:

Attendance (compared with previous term)

67% missed fewer days
7% missed the same number of days

Grade Point Average

69% raised GPA
11% maintained same GPA

Behavioral Problems

56% had fewer problems
27% had similar number of problems

Attitudes

77% improved self-concept
76% improved relationships with others
66% improved attitudes toward study
66% improved attitudes toward school

Progress Observed by Employer

70% became more cooperative with co-workers
58% showed more initiative
71% improved ability to follow directions
67% increased competency for completing job assignments

Cooperative vocational education differs from work experience. The current national youth strategy seems to imply that youth who lack employability skills, basic skills, technical knowledge and job skills need only get experience in public service employment to move into private-sector skilled and semi-skilled jobs. Certainly work experience has some benefit for those youth, but there is no evidence that it alone will accomplish the desired job progression. Co-op programs, on the other hand, stress the coordination of on-the-job learning with in-school development of the needed basic skills, job skills and employability skills.

An example of a public service jobs program which has been successful for disadvantaged youth is the City Youth Employment Program (CYEP) in Pittsburgh. The CETA prime sponsor and the Pittsburgh Public School System, Division of Occupational, Vocational and Technical Education administer this program designed to: 1) give support to needy in-school youth by providing work opportunities in non-profit agencies; 2) provide financial rewards for these work activities; 3) identify occupational-related program needs; and 4) offer educational alternatives, apart from the basic school programs, for exploring the world of work.

Because of its flexibility, cooperative vocational education offers a number of other advantages. Regular and special students can be served in the same programs, thus preventing segregation of disadvantaged and handicapped students into separate programs. Cooperative vocational education can be offered to in-school or out-of-school populations, in either secondary or postsecondary settings, or as part of an alternative school effort.

The Out-Of-School Youth Cooperative Education Program in Texas is designed to reclaim the unskilled, unemployed school drop-out. Program participants are placed in on-the-job training situations for a portion of the day and then return to a classroom situation to receive job related instruction as well as individually prescribed academic programs to meet their personal needs.

In addition, long-established and proven criteria and procedures are in place to provide school credit for on-the-job learning. Finally, co-op programs serve to introduce local employers to youth and help strengthen the business community's interest in and support of education.

Contracted learning is another example of a form of cooperative education. An outstanding example of this approach is in operation in Escanaba, Michigan. In this program, the community college provides the classroom instruction in basic and technical skills, and local businesses are paid to provide on-the-job training to individuals on a less-than-classroom size basis. Capstone is another program type -- which could be successful with disadvantaged students -- where senior high school students, after two years of in-school skill training, go out on-the-job for another two years. As a result, the necessary combination of skills and experiences are provided over an extended time.

Other innovative models in cooperative education can enable vocational education to connect school and jobs for disadvantaged youth. The above are just a few of the many possible approaches.

B. School-Based Youth Enterprises

In a second type of program, vocational-based youth enterprises, young people are introduced to another option -- creating their own employment through small business ownership/management. Through the establishment of actual businesses, students combine the technical skills of the particular business content with entrepreneurial competencies in such areas as finance/accounting. Basic skills in written/oral communications and computation, as well as interpersonal skills, are critical to survival in this learning setting.

In depressed communities where youth unemployment runs exceedingly high and community placements are insufficient, vocationally based youth enterprises can enable students to gain the labor market experience so crucial to private-sector employment. They can further provide youth with an experiential understanding of how our nation's economic system works.

AVA has its own Youth Enterprise Project (YEP) which focuses on the learning/teaching of skills in small business management/ownership. CETA eligible, disadvantaged youth in four local programs operate their own small businesses. These projects are: Arlington, Virginia -- food preparation; Motley, Minnesota -- leather crafts; Kansas City, Missouri -- small engine repair; and Byng, Oklahoma -- two wheel tractor trailors.

Through youth enterprises, students realize the "flip side" of the question, "For whom can I work?" They can ask instead, "How can I create my own work?"

C. Apprenticeship Programs

Vocational education is currently providing related instruction for at least half of all the apprenticeship programs in this nation. As apprenticeship programs are expanded, vocational education has the capacity to work with members of local unions to provide appropriate educational programs to undergird the on-the-job training received by apprentices.

D. Home and Community Improvement Projects

Another method for giving students practical experience related to their classroom instruction is through the use of home and community improvement projects. Although students receive no pay for such work, they benefit from the actual completion of activities that make a contribution to the betterment of their homes or communities.

Historically, rural vocational education programs have connected the home with the school through home learning projects. Such activities also have an enormous potential in urban areas where a number of community improvement and community conservation projects could be carried out by students under the supervision of a vocational teacher. These can be valuable learning experiences for students while benefiting the community as well.

E. Vocational Student Organizations

A fifth area in the school-to-work connection is that of student organizations. The vocational student organization, established to be an integral part of instructional programs, is an effective mechanism for developing those personal qualities that are essential to success in the workplace. This is especially important for disadvantaged youth.

It is through the student organization that youth are able to learn how to work with others to achieve common goals. They gain a sense of community and personal identity. They are allowed to indicate their interests and needs and to make choices and to experience the consequences of those choices. Most of all, the student organizations foster a desire within the individual to be a self-starter, to solve his/her own problems.

Student organizations are very important to disadvantaged youth. They provide opportunities for youth to interact with persons of all age ranges. Student organizations also provide role models. Disadvantaged youth sorely need successful images upon which they can pattern their own future expectations. Youth must come in contact with and be influenced by individuals who can serve as concrete examples of desired performance in a work role.

Thus, in this "connection" goal, vocational education can provide: 1) a constant source of coordination between school and work with one person as coordinator; 2) both public service and private sector job opportunities; and 3) a structure through which schools manage job learning.

(2) Vocational Education Can Provide Skill Training in Occupational Areas Where Demand Exists

There is a shortage of skilled workers in this country. A recent study of more than 200 companies, completed by the Fantus Company, a large manpower consulting firm, showed that tight labor conditions are causing problems. Turnover is increasing and hiring standards must be lowered in order to fill openings. These shortages increase operating expenses due to: overtime costs, increased wages to attract available workers and the slower work pace maintained by inexperienced and lower-quality workers.

The prediction is that the problem will grow "because the generation arriving at working age is smaller, thus providing fewer workers."

Another study, conducted by the consulting firm of Barnhill-Hayes, showed that qualified female and minority applicants are in especially short supply. The 3,000 executives surveyed cited the scarcity of qualified candidates as the biggest obstacle they face in meeting affirmative action goals.

Today's shortage of qualified workers for skilled clerical, trade and technical jobs will be further accelerated by the fact that even fewer youth will be entering the labor market after 1980. In 1975 there were 16.8 million teenagers between the ages of 16-19 in this country. By 1980 the number will have dropped to 16.7 million and 1985 it is expected to stand at only 14.4 million.

Yet in 1980 the black teenage population is expected to be 2.6 million, up from 2.1 million in 1975. By 1985, it is expected to decline slightly to 2.5 million.

The decrease in the number of young workers will eventually mean a decline in the available work force. Greater productivity will be demanded from both human and technological resources.

The shortage of youth available to enter the labor market will be further compounded by the fact that many of the workers who have been the backbone of American industry since World War II will begin to retire.

Yet, today's unemployed, disadvantaged teenager could be tomorrow's unemployed adult in a nation that nevertheless has a shortage of skilled workers.

In a recent survey by the National Machine Tool Builders' Association, an important component of the defense business, 70 percent of its members reported worrisome shortages of technical workers. Says the association's president, James A. Gray: "We're facing one of the greatest skill shortages in the history of this country."

The Chemical Bank Survey of Small and Medium Sized Businesses in New York -- "Looking Toward the 80's" (Louis Harris and Associates, Inc., November 1979) states that "In spite of their optimism about the future, executives of smaller businesses are currently facing a number of initial problems. Foremost among them . . . is the quality and cost of labor . . . ranked first among problems facing small businesses today, ahead of inflation, finding top quality management, government relations, and taxes."

The greatest disservice which educators can do to youth, especially in depressed communities, is to give them the false illusion of a job which will not exist. While, surely, vocational educators cannot control the labor market or the economy, they can plan through analyses and forcasts in order to train a supply of skilled workers for likely demand.

EXPANDING ACCESS TO PROGRAMS

In meeting these major needs of industry while also meeting the needs of disadvantaged students, through vocational education, our major problem today is one of accessibility. There are simply not enough facilities nor enough qualified staff, equipment and other resources to meet the needs of all disadvantaged youth who could profit from vocational education. A 1979 study of vocational facilities shown as Table 5 reveal the imbalance.

TABLE 5

Distribution of Institutions and Instructional Stations in Secondary Schools vs. Population

Population Region Type	Institutions		Stational	Population
	Number	Percent	Percent	Percent
A. Central City, Metropolitan Population over 500,000	453	8.1	10.6	22.8
B. Suburb, Metropolitan Population over 500,000	597	10.7	13.5	38.0
C. Central City, Metropolitan Population 100-500,000	368	6.6	8.2	8.9
D. Suburb, Metropolitan Population 100-500,000	277	5.0	6.1	3.6
E. City or Town Population 25-100,000	958	17.3	21.4	3.1
F. Town or Region Population 0-25,000	2,402	43.2	34.5	23.6
G. Service Area not Elsewhere Classified	505	9.1	5.7	NA
Total[2]	5,560	100.0	100.0	100.0

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[1] Instructional stations.

[2] Institutional totals (6,660) do not equal total survey responses (5,693) because some institutions did not respond to the classifying question used in the generation of this table.

Source: National Study of Vocational Education Systems and Facilities, Volume 1, Westat, Inc. and Institutional Development Associates, Inc.

It is essential that we look at ways to stretch our resources in order to combine new resources with existing ones to achieve the maximum opportunity for this special group of youth.

Through mainstreaming -- A critical part of our efforts must involve mainstreaming disadvantaged youth into the established system. The value that our society places on equity of opportunity implies that we should not arbitrarily reduce the opportunity of one group of youth by placing them in separate programs, sometimes in separate locations. Such placement is a subtle form of discrimination -- a categorization which will remain with these youth for some time and negatively alter their attitude toward themselves as well as the attitudes of others concerning these young persons' potential. Every effort should be made to make disadvantaged youth feel "a part of the group" in order that they may reap the benefits of learning from their peers.

We can no longer afford to point disadvantaged youth out, pull them out, and keep them out. The price becomes alienation, despair and eventual drop out.

Successful school-to-work transition programs are readily distinguished by their attention to the special population student. This depends in large part upon the enthusiasm and boldness of the school staff--on their willingness to modify the curriculum and instruction and to provide the needed special services.

Staff members in successful programs are selected for their zeal for working with low-income students. These teachers have the capacity to encourage students to try, to believe in their own ability and in their future. Continuous staff preparation and development is provided for those working with special population students.

To keep special population students in regular classrooms, teachers in these successful programs establish different expectations, content and instructional approaches. These modifications are based firmly on careful inquiry into students' needs and on clear statements of specific short and long-term student outcomes.

Work experience and supervised cooperative education, for example, are sequential and geared to the developmental needs of each student. Participation in student organizations is stressed, so that students can develop the identity, leadership and citizenship skills and motivation that these groups instill. Often the advisor for the student organization is the cooperative coordinator. Where on-the-job learning experiences are not available in the private sector, school-based youth enterprises are operated, so that students gain job experience and entrepreneurial awareness.

However, to mainstream students, we must expand our capacity. Vocational institutions must extend the number of hours in each school day and the number of months in the school year. To do this in many cases will require two full time shifts of staff. Expansions of this type will assure the greatest usage of existing resources.

Through Use of the Community--Every effort should be made to utilize all available resources in the community. Quick-start training classes can be mounted in temporary facilities for youth in those occupational areas for which local demand is greatest. In large urban communities, store front community-centered vocational schools, especially for out-of-school youth, can be mounted to train workers in areas such as office occupations. Vocational education has a history of imagination in making the greatest use of existing community resources in order to mount employment skill programs in areas of demand.

The problem, again is one of access and the cost of extending facilities (staff, curriculum, equipment) in order to mount these programs out in the community.

(3) Vocational Education Can Meet Unique, Individual Student Needs Through Specifically Tailored Programs

Disadvantaged youth require a comprehensive range of services including assessment, individualized instruction, support services, placement and follow-up. Specifically tailored programs must be designed for each student, combining the exact set of services necessary to meet that student's unique needs.

Assessment: Once a young person has indicated a willingness to enroll in a vocational program, the first step is to conduct an assessment of his or her needs, abilities and interests. Many vocational institutions and community colleges have developed assessment laboratories which allow students to go through a two to six week period of in-depth career assessment. As a result, the institutions are able to formulate intensive educational plans which will enable these students to achieve their goals.

Individualized Instruction: Increasingly vocational education has been moving toward individualized instruction. The obvious advantage of this approach to learning is that students can progress at their own rates. This teaching method works so well that some institutions now use no other type of instruction.

For the disadvantaged student, individualized instruction is an ideal approach because it allows the student as much time as necessary to master the essential competencies. The usual emphasis in manpower programs has been on short-term instruction which does not give these students enough time to learn appropriate skills.

Open Entry, Open Exit: It is critical, for disadvantaged youth, that time flexibility be built into each program. Most of these students need to participate in a vocational program over an extended period. Through the open entry, open exit system, students can enroll at any time and leave when they have achieved their goals.

Lower Student Ratios: Disadvantaged students require closer and more constant attention from their instructors. Classes must be smaller, and in many cases, "one-on-one" approaches are required.

Support Services: These services include assistance in nonwork related areas which nevertheless affect the ability of youth to succeed in the workplace. Support might include assistance in finding suitable living accommodations, clothing, medical dental and legal help and follow-up monitoring after the transition to work has been made. Social and psychological reinforcement are another important type of support service activity.

Clearly, the idea of "meeting unique needs" requires individualization based upon extensive assessment and delineation of those needs--academic, experiential, supportive. Disadvantaged students need individual learning plans which are progressive and developmental--leading from play to dreams to adult life. Programs must also incorporate certain components which address very particular needs such as teenage pregnancy, drug and alcohol abuse, unemployment prevention and cure, sex roles, motivation and productivity, alienation and identify.

(4) Vocational Education Can Administer Programs In Cooperation with Other Educational Areas and Outside Agencies

Services for youth must be continuous and coordinated without gaps and/or duplications. In order to accomplish this feat, linkages among agencies and organizations providing services--community-based organizations, employers, prime sponsors, welfare departments--require an institutional base.

Youth unemployment cannot be effectively addressed by either the school or the workplace along. Good preventive programs must extend beyond the school building to reach youth in the most meaningful way. Yet programs that provide only jobs and ignore the contributions that education makes to successful employment will also fail.

Most of the necessary services are already being carried out by a variety of agencies and organizations. The major task at hand today is to establish linkages between existing institutions so that youth are not "dropped between the cracks" or turned away because of a limited capacity to address the existing need.

To avoid the "shuffle" of students from one agency to another, a "coordinator" should be available to oversee these linkages between school, job learning and youth development.

A second requirement would be a mandated planning of vocational education programs for disadvantaged youth in conjunction with CETA prime sponsors and a mandated planning of youth employment programs that have a training component in conjunction with vocational education.

One successful and widely accepted way of ensuring this overall coordination is the use of the cooperative vocational education model, which provides a supervised, sequential and highly supportive set of learning experiences both on the job and in the classroom.

Coordination of education and work is frequently provided by a specially prepared cooperative vocational education coordinator, who works with 30 to 40 students from the time they enter secondary school until they enroll in further education or obtain stable and promotable jobs. This offers them continuity over a three to six year period and enables the special population student in particular to develop a greater sense of identity, belonging and confidence.

The cooperative coordinator serves as mentor, constant supporter and instructional team leader for vocational teachers, basic skill instructors, guidance counselors and social workers who are working with the student on short-range objectives and long-term career plans.

TEAM TEACHING AND SHARED FUNCTIONS

Vocational educators welcome the opportunity to work with general educators to develop programs which connect the teaching of basic skills to a core of applied employment skills learning. This is now being done through team teaching in some high schools and through basic skills laboratories in specialized vocational technical schools.

Vocational educators work cooperatively with local prime sponsors and community-based organizations in outreach, recruitment, assessment and job placement functions. Together with prime sponsors, vocational educators stand ready to make public service jobs truly a positive learning experience for students wehre private sector on-the-job training cannot be developed.

Through all these program goals and components, a climate can be created wherein disadvantaged youth are motivated and can learn -- where they want to learn. As we have all seen, that is no simple or easy task. In fact, it is rare today. The new Youth Initiative must accomplish the task -- by pulling all of the existing parts together and enabling all the key actors to play their appropriate roles.

RECOMMENDATIONS FOR IMPROVING THE ADMINISTRATION'S PROPOSAL

For vocational education to be a full fledged partner in a comprehensive youth employment effort involving general education, the prime sponsor, and vocational education, some improvements are needed in the Administration's proposal. These recommendations will further: a) the potential of vocational education to make its unique contribution toward moving disadvantaged youth into stable jobs; b) the assurance that quality programs will be developed; c) strengthen collaboration and communication between education and the prime sponsor and between the Youth Initiative and the existing Vocational Education Law.

Specific Standards for Work Experience Programs

In both Title I and II of the Administration's proposal, work experience is treated in a casual manner. Work experience may or may not be appropriate for disadvantaged youth. Work experience that is unsupervised, and not a part of an instructional program, may often teach the wrong skills. Isabel Sawhill (1979) finds that "premature placement of young people in unstructured jobs or work experience programs may lead to personal failure, to the learning of bad work habits and to disappointed expectations on the part of youth themselves and their employers."

On the other hand, a school-managed work experience program can be a useful instructional technique if it contains the essential elements for learning.

The Youth Employment and Training Act should set forth some minimum standards for work experience. Work experience must be purposefully planned and connected with related in-school learning toward the ultimate end of making youth employable in a stable job. This is more likely to occur if the following standards are required for all work experience programs:

1. A written, cooperative agreement between the employer, the school and the students.
2. Participation in an academic course and related vocational instruction coupled with the work experience program.
3. Work experiences should be planned and supervised jointly by the school and employers.

AVA recommends that eligible youth be provided with school-managed work-site learning as a part of the educational process. These programs should be structured to facilitate the education and employability of the student and should be a coordinated effort of the community and education.

Recommended Changes in Title I

Within Title I we recommend six additional changes as follows:

1. Fourteen and fifteen-year old disadvantaged youth should be eligible for public service job stipends if they are enrolled in an approved Work Experience Career Exploration Program (WECEP). This will provide for the expansion of a very successful program.

2. All youth receiving public service job stipends should be required to enroll in a related education program, following the criteria set forth in our recommendation concerning all work experience programs. This will assure that disadvantaged youth get both the job experience and the education needed for stable, private sector employment.

3. Students enrolled in postsecondary employment skills programs should be eligible for stipends. Such youth often need financial support to remain in school.

4. Recipients of funds under the new youth law should be allowed to use these funds to meet the matching requirements under Section 110 A-B of the Vocational Education Act of 1976 (PL 94-482). This will facilitate the development of joint CETA/vocational education programs and will provide for equal treatment of disadvantaged youth under all legislation.

5. Title I funds should be allowed for stipends to support vocational education students who meet the definitions of "disadvantaged" and "handicapped" cited in the Vocational Education Act of 1976.

6. Title I should specify that employment skills preparation is an acceptable use of CETA funds.

Recommended Changes in Title II

Within Title II we recommend a number of changes as follows:

(1) Use of funds. Clarification is required concerning several requirements regarding the use of funds, including:

a) That a 75 percent set-aside of the basic and supplemental formula funds can be used for both basic skills and employment skills at the discretion of local education agencies and that a 25 percent set-aside for the basic and supplemental formula funds must be used only for employment skills programs.

This will assure that at least 25 percent of the funds are expended for the purposes of employment skill development of disadvantaged youth.

b) That local systems are encouraged to use 50 percent of the 75 percent set-aside of the basic and supplemental formula for grades seven, eight and nine. As the legislation's specifications are written, it could be interpreted that 50 percent of the entire amount must be used for grades seven-nine which seriously limits efforts to return out-of-school youth to the secondary school.

c) Indicate that the planning grant of $50 million will assure a focus on and involvement of vocational education. This clarification is needed to assure that a plan emerges at the local level that relates basic skills and employment skills instruction.

(2) Definition of Employment Skills Instruction. This instruction should be defined as organized educational programs which are directly related to the preparation of individuals for paid or unpaid employment, or for additional preparation for a career requiring other than a baccalaureate or advanced degree, or instruction related to the occupation(s) for which the students are in training or instruction necessary for the student to benefit from such training, or instruction to aid individuals in making a career choice and other instruction needed by the individual to aid in seeking, holding and preparing for a job.

(3) Out-of-School Youth. The limitation of a maximum of 30 percent set-aside for out-of-school youth should be removed. The State Board of Vocational Education should be allowed to decide how much of the 25 percent set-aside under the basic and supplemental formula will be used for out-of-school youth. This gives greater flexibility to the states in the use of federal dollars to meet their greatest needs. The State Board of Vocational Education should also be allowed to mount employment skills programs for out-of-school disadvantaged youth up to age 21. This makes Titles I and II consistent and assures that vocational education training stations will be made available to serve all unemployed disadvantaged youth.

(4) Purposes of Employment Skills Funds. The following purposes of employment skills funds should be specified in Title II.

(1) The preparation of individualized education and employability plans that include vocational education and related services needed by the individuals to achieve their career goals.

(2) Provision of institution-based vocational education and training necessary to enable participants to meet their education and training goals.

(3) Provisions to improve institutional capacity to provide transitional vocational education services and training.

(4) Provision of cooperative education, or other innovative approaches to supervised job experience, on-the-job training, work experience or career exploration under the school's management linked to related in-school instruction as a part of an educational sequence resulting in the participant achieving the education and career goals.

(5) The assignment of a trained individual to act as a personal link between the participant and the institution or employer or with other persons and institutions with which the participant is involved in pursuing a program.

(6) Career guidance services which shall be available for participants as needed throughout the period of their participation in programs under this part.

(7) Out-reach and recruitment activities as necessary to inform potential participants of the opportunities provided in programs carried on under this part and to encourage them to become participants.

(8) Making available to participants the supplies required in connection with their carrying out the education and training phases of their individualized plans.

(9) Making available to participants the transportation which is necessary for them to carry out their individualized plans.

(10) Developmental activities designed to improve the leadership abilities of disadvantaged youth.

(11) Activities enabling the approved institutions to more effectively deliver services to the target group. These activities may include, but not be limited to staff self-development, faculty exchange and instructional equipment.

(12) Job placement and follow-through activities designed to assist disadvantaged youth in moving from entry jobs to advanced technical skills occupations that are in demand, including supportive job creation and job development activities in depressed communities that would serve to equip disadvantaged youth for self-employment or employment in new and expanding businesses and industries.

(13) The establishment of vocational-based youth enterprises to stimulate community improvement as learning activities for youth and any other type of services which will contribute to the ability of participants to secure and retain stable employment.

Use of funds for these activities will greatly assist state and local education jurisdictions to improve their capacity to provide employment skills instruction to disadvantaged youth.

(5) Planning. To avoid duplicating administrative structures at state and local levels, increasing paperwork requirements and regulations, already-established advisory committees and planning mechanisms should be utilized when appropriate.

As a first step, Title II should require the state Board of Vocational Education to outline procedures for administering basic and supplemental formula grants for employment skills by amending the state plan called for in the Vocational Education Act and requiring a review of the procedures by the State Superintendent of Schools in those states where the state Board of Vocational Education is separate from the State Superintendent of Schools.

A second provision should allow for simplification of the local planning process by requiring the state to establish the following criteria to be followed by targeted local education agencies and other eligible institutions:

(1) Each participant must use the established Vocational Education Advisory Councils where appropriate. These councils will have representation of parents, youth, private sector business representatives and prime sponsors to advise the local education agency on the development of a plan that brings together basic skills, employment skills, on-the-job experience and supportive services designed to move disadvantaged youth into stable employment.

(2) Each participant must meet the criteria contained in the Title II legislation.

(3) Each participant must develop a local plan that shows how basic skills and employment instruction will be integrated.

(4) Each participant must develop a local plan showing how existing secondary and postsecondary vocational training institutions will be used to provide disadvantaged youth with relevant employment skills training.

(5) Each participant must develop a local plan that will show how staff development activities will be initiated to assure improved educational outcomes for disadvantaged youth.

(6) Each participant must develop a local plan that will show how activities will relate to existing vocational activities under the Vocational Education Act and what support the prime sponsor has agreed to provide.

(6) *The Education-CETA link.* In order to coordinate the education component more effectively with the jobs program, there should be legislative language indicating strong linkages between education and CETA. This language should call for collaboration and a partnership at the state and local levels. The partnership can be built on the following.

(1) The utilization of existing councils, commissions and committees already mandated, rather than by creating additional groups to advise, plan and coordinate.

(2) The provision of outreach services to identify and engage potential clients.

(3) The identification of needs through existing management information systems.

(4) The requirement that all CETA-eligible youth have an education component of their programs.

(5) The establishment of assessment and diagnostic centers within the education system for CETA and education clients.

(6) Joint planning to link the demand side of the labor market closer to education.

(7) *The Secondary-Postsecondary Link.* Articulation has been a primary thrust in education for many years. Youth and adults mature and learn in stages and not all at one time and in one setting. The implications are that both secondary and postsecondary education institutions must be involved in a sequential program to alleviate the structural problems of youth unemployment. The linkages between secondary and postsecondary education institutions are based on:

(1) The need to utilize existing educational institutions in the youth effort before expanding facilities.

(2) The necessity to have a full range of programs for youth who drop put or who leave school.

(3) The need for coordinated planning and utilization of resources.

(8) *Linkages between the Basic Skills and the Employment Skills Programs.* The Administration's proposal states that "Key factors contributing to high rates of youth unemployment are the lack of basic reading, writing and computational skills and lack of knowledge of general employment and job-seeking skills." While recognizing the validity of this statement, it is also true that these are not the only key factors. The acquisition

of job skills for unemployed youth is a necessity. Knowledge of employment is not enough. Structurally unemployed youth must know how to do something or must possess a saleable skill, in addition to having a working knowledge of the basics, if they are to change their status.

The legislative language, must of necessity, require a collaboration between vocational educators and academic educators to plan a comprehensive program for each disadvantaged youth individually. This program should include basic education skills and also should contain a series of employment skills appropriate to the age group and capacity of the individual.

(9) Targeted Jobs Tax Credit (P.L. 95-600, "Revenue Act of 1978") The targeted jobs tax credit is for qualified wages that an employer incurs or pays to members of a targeted group, (including youth participation in a qualified cooperative education program), after 1978 but before 1981. This provision in the law (Title III, Sec. 321) has enhanced the efforts of vocational educators to locate and place students in desirable training stations. It has been a positive step to enlist business and industry in the massive fight to reduce unemployment. Thomas W. Power, General Counsel for the Food Service and Lodging Institute, testified before House Subcommittee on Select Revenue Measures (September 27, 1979) that, "Our companies hire from the other six targeted sectors . . . but they know that an employee in a cooperative education program will perform". We urge you to take the appropriate action to have extended the provisions in the "Revenue Act of 1978," that allow employers to qualify for the credit when they hire a youth participating in a qualified cooperative education program who is

1. at least 16 years old but over 19

2. did not graduate from a high school or a vocational school

3. is enrolled in and actively studying in a qualified education program.

In addition to these recommendations, AVA requests an opportunity to work with you, Mr. Chairman, and the committee staff as future drafts are brought forward by the Administration. Our recommendations will be more specific when legislative language has been drafted.

Thank you, Mr. Chairman, for the opportunity to present our views on youth and to make recommendations regarding proposed legislation.

We look forward to continuing to work with you.

STATEMENT OF ROBERT SPILLMAN, STATE DIRECTOR OF VOCATIONAL EDUCATION, STATE OF KENTUCKY

Mr. **Spillman**. Thank you, Dr. Bottoms.

Mr. Chairman, committee members, I appreciate this opportunity to appear before you. I would like to make about three points right quickly.

The first one is that I am really excited about the opportunity for the first time, I think, in a meaningful way that the Congress is going to challenge the general education system, the vocational education system, and the so-called CETA system to come together to solve this problem that we have. I think that it is important that all three systems are brought together at the point of the problem, in order to have a solution.

The second point is that if we are really to solve this problem, we are going to back up and get a preventive sort of solution, as well as treatment of the problem. That is to say, I believe we have to back up to at least the junior high school level.

Educators can identify these people quite well before they actually drop out of school, and it will be much cheaper and much easier to keep them in school than it will to try to solve the problem after they have dropped out of school. So I want you to backup that component to at least the junior high school level.

The third point is that I have no problem whatsoever with targeting these funds. But I would suggest to the Congress that it is disfunctional to write in the legislation a great deal of descriptive processes, and try to target through a describing process.

I think that it will be of much more benefit, and there will be much less paperwork, and will be much more effective if we target the funds, and hold respective agencies accountable for solving the problems, rather than trying to describe a lot of processes in the legislation.

Thank you.

Dr. **Bottoms**. Now I will call upon Mr. Charles Payne, President, Bessemer State Technical College, and from Congressman Buchanan's district.

STATEMENT OF CHARLES PAYNE, PRESIDENT, BESSEMER STATE TECHNICAL COLLEGE

Mr. **Payne**. Mr. Chairman, members of the committee: We appreciate this opportunity to express from our own personal experience in carrying out youth training programs.

We are in Alabama serving a metropolitan, highly skilled area of the central part of the State. We have developed a model type program, a demonstration type project program to target in at the postsecondary level by providing specific training designed and tailor made for industry's needs. We have been most successful there in having a high placement rate of our trained graduates, and serving the business and industry sectors there.

I would encourage you to consider these age limit of 16 to 21, and the fact that we have a large number of unemployed youth in our area and across the Nation that need to be served with specialized, tailor made programs to meet their educational background, basic educational skills, and tied with that job and employment knowledge to meet the entry level business and industry.

We certainly appreciate your interest, and we will provide you with some written data on the pilot programs that we have in operation which have been successful.

Thank you, sir.

Dr. BOTTOMS. I will now call on Mr. Robert Schnieders, director of vocational education at Downriver Area Vocational Consortium in Wayne County, Mich., to speak.

STATEMENT OF W. ROBERT SCHNIEDERS, DIRECTOR, VOCATIONAL EDUCATION, DOWNRIVER AREA VOCATIONAL CONSORTIUM, WAYNE COUNTY, MICH.

Mr. SCHNIEDERS. Mr. Chairman, members of the committee: I greatly appreciate the opportunity to speak with you this morning. As a part of this panel, I represent a local district perspective.

As a local district administrator, I urge the committee's support of this recommendation. I am equally as enthused as my colleagues relative to the comprehensiveness of this particular approach.

We would like to call the committee's attention to the components in this legislation that speak to the recruitment and the clear guidance or direction of the students when they are in the program, and the vocational skill development and its coordination with the basic skill development.

We are very concerned about a well supervised, coordinated work experience, and we think that it is equally important that we have a placement and followup component for these students upon graduation or completion of the program.

As a part of my testimony, I represent an area in Wayne County just outside of Detroit. In that area, we have rural and urban unemployed minority students. In that area, also, we have had experience with three basic types of programs from a "we-can-do" approach in vocational education.

I would like to call your attention to a project that we ran for 3 years, from 1974 to 1977, in the Taylor School District. It was a basic skills program. It was coordinated. It was funded under SEA title I. It was targeted to reduce the dropout rate of the students in that district.

It was a target school that dealt with 200 students. The major component there that we were dealing with was the development of basic computational, English, and reading skills, along with an organized approach to vocational programing.

The project was funded for a 3-year period. It was extremely successful. It did reduce the dropout rate. It allowed the students to compete and complete in the vocational programs.

The capital area reading program, which is also a part of my testimony, speaks to very dramatic results that we have had with vocational students by closely alining a basic skills reading and computational program with a career objective, and tying the two together we have been able to produce dramatic increases in the basic skills development.

Also in the Downriver Consortium that I represent, we have had excellent opportunity to describe what can be done with a group of small school districts. Many times in small units it is very difficult to target the population and to deal with them because they are so few in number. We have been able to come up with a cooperative approach to special educational, vocational education, disadvantaged education, and the results, again, are in my testimony.

I thank you very much, and I urge your support of this legislation.

[Prepared statement of W. Robert Schnieders follows:]

PREPARED STATEMENT OF W. ROBERT SCHNIEDERS, VOCATIONAL DIRECTOR, DOWNRIVER AREA VOCATIONAL CONSORTIUM

Mr. Chairman and Members of the Subcommittee.

As a vocational education director and as a member of the educational community from Wayne County, Michigan, I would like to express our appreciation to the Subcommittee for the opportunity to speak with you regarding the proposed Youth Employment and Training legislation. It is the intent of this testimony to describe our support for the proposal, the past experiences we have had in vocational education, and our ability to provide the necessary assistance to disadvantaged youth with your support.

In our area of Southern Michigan, we have examples of low income urban and rural communities, we have areas of white collar population, and a large percentage engages in blue collar employment. This section of the state has a wealth of employment resources related to the automotive and steel manufacturing industries. Also, because of the major industry and its related needs, we have available many positions associated with clerical, data processing, and health occupations.

Because of our diverse occupational groupings, many times school districts or other governmental agencies will have within their service area concentrations of white collar, blue collar, rural, and unemployed persons for which they must provide services. It must be kept in mind, that when these various groups are brought together for a common purpose such as the development of "basic skills", their backgrounds are different, their expectations and goals are different, and the relative value they place on given items will vary greatly.

The legislation being proposed describes the disadvantaged segment of our population that requires greater attention and typically requires greater services in order to become successful and productive. Further, the proposal describes processes to correct the problem as opposed to merely patching it together. The fact that there exists a population of disadvantaged persons to be served, isn't because education and labor are unwilling or unable to help, but simply, the disadvantaged person is generally more expensive to work with. From an education perspective, the instruction of disadvantaged youth requires a greater recruitment effort, more intensive instruction, lower class size, closer coordination, and direct monitoring. From the labor perspective, the intake of disadvantaged persons can mean lower productivity while requiring greater supervision and training. The key is to identify disadvantaged youth, maintain the services necessary to correct previous basic skill difficulties and provide entry-level employment skills with which they can develop gainful employment.

Attachment A displays a series of help wanted advertisements which appeared in the February 1980 Detroit News. By reviewing these, we begin to foresee the problems we will encounter assisting the disadvantaged youth toward successful employment.

1) This group has met with past and constant failure and frustration. These listings are another case where they are unable to compete. They may be unable even to read the items.
2) Although, basic reading and math skills aren't mentioned, they will be assessed prior to an offer of employment.
3) The provision of previous employer references may be impossible.
4) Almost all positions require previous experience. In many cases this may only be gained by a meaningful work experience accompanied by an occupational training program as a component of the students' educational activities.
5) Most employers are requesting the applicant possess basic occupational skills. Many list specific skills or pieces of equipment.
6) Many positions will require the applicant to possess an inventory of tools.
7) The individual may not have had any experience on how to proceed toward seeking a job, such as, phone for an interview, complete applications, interview techniques, resume development, accepting a position,

and terminating a position.

8) Transportation to and from a job can many times be an impossible stumbling point for a young person seeking their first position.

The enire group of potential problems associated with gaining employment assumes that the youth "wants" to get a job. In some cases this will be the most difficult area to deal with.

While it is obvious that we are able to determine the problems associated with accomplishing the intent of this legislation, we are equally able to present positive experiences which have been successful in assisting disadvantaged youth develop skills and subsequent employment.

The Taylor School District in 1974 established a "Basic Skills" program involving 200 senior high school youth identified as economically and/or educationally disadvantaged. This project was funded under Title I of the Elementary and Secondary Education Act for three consecutive years. In its very beginning, the primary activities were concentrated on career guidance and placement into appropriate vocational training programs. The vocational program was modified with paraprofessional teaching assistance and individualized instructional materials. Very quickly, it became evident that the students severely lacked basic reading and computational skills. Also, the understanding of the relationship between the acquisition of academic skills and the development of the occupational objective was very limited.

Within the school setting, a specialized reading and math program was initiated to service the identified students. The total process was coordinated closely to assure that the academic skill development was consistent with the vocational program.

Components which assisted the student to gain success in the program were:

1) Intensive Career Guidance
2) Vocational program to provide occupational skills
3) Well supervised related work experience
4) Well coordinated academic skill building

5) Extensive pre and post testing to reinforce success

The major components lacking were a close relationship with labor and a placement follow-up activity.

When funding for the project ran out in 1977, elements of the total process had to be cut back or transferred while the basic academic skills component is still in operation. The vocational training is provided by the Special Needs Project and as much as possible the classroom training has continued. The significant aspects which have been lost are the specialized assistance and materials in the vocational classroom, the recruitment of these students, the work experience component, and the individualized coordination between the vocational and the academic programs.

The Capitol Area Career Center in Lansing, Michigan was extremely successful in developing a basic reading skills program beginning in 1972. Since its development, measurement, math, and job seeking skills have been added. This project has been validated and adopted in other areas of the state to be instructed in connection with a vocational program. Attachment B is a project abstract describing the project and relating the achievements of students who have been involved.

The project is an individualized approach which identifies the student's condition by a pre-test and perscribes an objective based upon the student's career choice. The reading level of occupations varies greatly and will, therefore, determine employment success to a large extent.

In attempting to provide specialized services to students with special needs, many large school districts have opted to target a specific school or area, but small school districts have had an even greater problem attempting to gather a sufficient number together to operate specific programs. An example of how this can be accomplished is offered by the Downriver Area Vocational Consortium which involves seven school districts in Southern Wayne County (attachment C). This group of districts banned together in 1965 to provide vocational and special education programs. It is now one of the largest and most successful in the State of Michigan. The Consortium has recognized the disadvantaged youth and attempted to provide services with the assistance of:

1) A strong relationship between special education and vocational education.
2) A special needs project that provides instructional assistance in the vocational program.
3) A transition service project that provides career guidance, job seeking skill development, and placement assistance.

Even in the Consortium where relationships between school districts and between program areas are excellent there exists a tremendous need to develop better relationships between the disadvantaged students' vocational programs and the related academic skill development. Additional instructional assistance and materials are needed in the training area along with the development of a closely coordinated work experience program.

We have attempted to demonstrate to the Subcommittee, that there are some initiatives taking place that reach in the direction of this Youth Employment and Training proposal. The coverage of existing attempts is an effort to demonstrate that past legislative activities have been successful in providing programs for students, but more importantly to demonstrate how vital each segment in this act is and how the absence of one or more activity has had a negative effect in the past.

We strongly urge the Subcommittee to support the proposal which is being presented and we also urge that the following components be carefully guarded and well coordinated upon implementation:

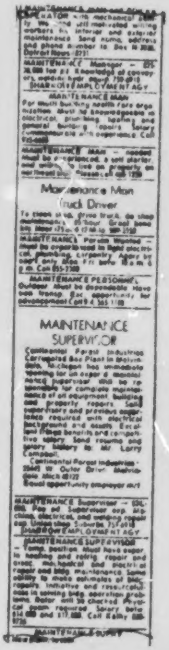
a) Outreach (recruitment into program)
b) Career Guidance
c) Basic Academic Skill Development
d) Vocational Training
e) Coordinated Work Experience
f) Job Seeking Skill Development
g) Placement Assistance

(attachment A)

DETROIT NEWS - HELP WANTED

February 1980

A review of qualifications identified in job specifications describes components that must be included in a comprehensive basic skills program.



Maintenance Man
Truck Driver

MAINTENANCE
SUPERVISOR

Specifies Work Attitude

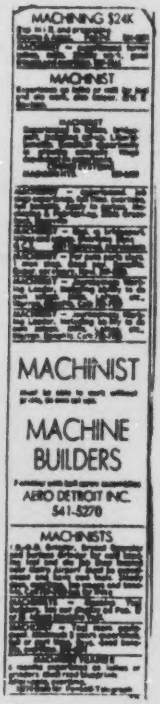
Salary Based Upon Experience

Transportation Problem

Must Call For Appointment

Must Have Resume

Requires Math Skills



MACHINING $24K

MACHINIST

MACHINIST

MACHINE
BUILDERS

AERO DETROIT INC.
541-5270

MACHINISTS

Possess Skills

Experience Required

Must Set Up Interview

Experience Required

Apprenticeship Completion

Must Have Tools

Supervised Work Experience
Would Qualify With Related Training

PROJECT ABSTRACT

(ORIGINAL PROJECT)

TITLE OF PROJECT:

Career Related Reading & Pre-Employment Skills Program

LOCATION OF PROJECT:

Capital Area Career Center
Ingham Intermediate School District
611 Hagadorn Road
Mason, Michigan 48854

TARGET POPULATION:

11-12 grade students in vocational education programs.

NEEDS SITUATION:

Reading: Students seeking entry-level jobs are not equipped to function in their occupational areas which demand certain levels of reading proficiency and associated language skills.

Pre-Employment: It was determined that successful vocational skills are often not enough to provide students the ability to find and function within a job. Related skills and knowledges in job location, interpersonal work relations, money-management, and career decision-making are vital to career success and personal growth.

GENERAL APPROACH:

Media-supported, individualized, modularized programs providing instruction in skills identified by Task Analysis in industry.

PROGRAM DESCRIPTION:

Reading: The program is constructed on individual skills necessary to improve students' ability to access, read and comprehend the necessary support materials in a given occupation. Students visit the Reading Lab twice each week for 60 minutes working with modules and the instructor to master objectives. A screening test places students in the program at the level of their competency.

Pre-Employment: The program is constructed on individual skills necessary to improve students' interpersonal, information access, interpretive, financial management and decision-making skills to function in the world of work as job-seeker, employee, fellow worker and ecomonic entity. Students visit the Pre-Employment Lab twice a week for 60 minutes, working with modules, simulations and the instructor to master objectives. A screening test places students in the program at their level of competency.

PROJECT OBJECTIVES:

Reading: Students identified as deficient in reading skills required for selected occupational goals, will gain reading competencies, working with CACC modules and the instructor, as measured by completion of all stated performance objectives and a post test to determine grade level.

Pre-Employment: Students in vocational programs will gain career-related skills and knowledges in job location, interpersonal work relations, money management and career decision-making skills; working with CACC modules and instructors, as measured by completion of all stated performance objectives and the demonstration of these competencies in the field doing a work-experience program.

EVALUATION STRATEGY:

Student seccess in both programs is measured by completion of stated performance objectives in the form of individualized modules. In addition, the following program evaluation proceedures were utilized.

Reading: Student reading criterion is expressed as the grade level of reading ability required for that student's occupational goal. A pre-post test was administered to determine reading grade level.

Pre-Employment: A survey measurement of program skills demonstrated in a job situation in industry.

CONCLUSIONS:

Reading: The growth rates of students in the program are very impressive. Although scores for the period 1975-76 are lower than those for 1972-75, this can be attributed to the use of the Iowa Silent Reading Test over the Gates-MacGinite, the former being more descriminatory. Also, because of the test difference, we have kept boderline readers out of the program. Thus, students taking reading in 75-76 were those most disabled. The mean growth rates for past years are:

72-73: +2.00 (Gates-MacGinite)
73-74: +2.90 (Gates-MacGinite)
74-75: +2.60 (Gates-MacGinite)
75-76: +0.53 (Iowa)

Even the lower 75-76 growth rates is impressive when viewed in light of the average length of training: 23.4 hours. A growth of a half year is still significantly above expected (generally 90 hours training - 5 per week for 18 weeks - should yield a half year's growth).

Pre-Employment: CACC students (over 93% of whom complete all Pre-Employment modules) demonstrated, to a high degree, these skills in interview/job situations in industry. The available data (74-75 and 75-76) correlate closely.

The Downriver Area Vocational Consortium

⁂

Serving The School
Districts Of:

★ Airport ★

★ Flat Rock | Grosse Ile ★

★ Gibraltar | Huron ★

★ Riverview ★

★ Woodhaven ★

Within the Consortium, the following programs are available. Because of student and employment demand in certain occupational areas, some programs are offered in more than one location.

Program	O.E.Code	AIRPORT	FLAT ROCK	GIBRALTAR	GROSSE ILE	HURON	RIVERVIEW	WOODHAVEN
Co-op	00.0000			22	15	29		45
Ornamental Horticulture	01.0500					34		
Gen. Merchandise	04.0800			70		10		32
Dental Asst.	07.0101							49
Nursing Asst.	07.0303				139			
Food Mgt.	09.0203						64	
Bookkeepers	14.0102	19						
Data Processing	14.0200					59		20
General Office Clerk	14.0303						21	
Stenographers	14.0703	31		24	16	19	17	22
Auto Body	17.0310					60		
Auto Mech.	17.0302	60		68		64		71
Commercial Art	17.0900							
Building Trades (in-school)	17.1000			48				
Building Trades (on-site)	17.1098		22					
Drafting	17.1300					17		
Electronics	17.1500							38
Radio & TV	17.1503							23
Graphic Arts	17.1900	52						
Machine Tool	17.2302					27		
Welding	17.2306		57					60
Cosmetology	17.2602						46	136

OPERATIONAL FUNCTIONS OF THE CONSORTIUM

Administration

The "line-staff" structure of the Consortium is similar to any individual district with the exception of the complexities involved with the number of districts involved.

A) Local Board of Education - Each local Board of Education is the controlling agent for their operative programs and decisions relative to the sending or receiving of students in their districts.

B) Superintendents - Each school district superintendent represents their district with a position on the Vocational Administrative Council. This group is responsible for the review of policies and management strategies affecting the Consortium in total. The Council meets with the vocational director on a regular scheduled basis.

C) Vocational Director - The Vocational Director is responsible to the Superintendents' Administrative Council, then to each superintendent and local board of education on an individual basis.

D) Building Principals - The Building Principals meet with the vocational director on a regular scheduled basis to view policy implementation, program management, and improvement.

E) Vocational Instructional Staff - The vocational director is responsible for the instructional staff at the building level on a shared relationship with the principal.

Financial Operations

With the Area Designation approved in 1978, the Flat Rock Community School District was identified as the fiscal agent for the Consortium. Currently, all program revenues are received by the fiscal agent then disbursed to each of the local districts. The funds involved are; 1) State added cost, 2) Federal per pupil allowances, 3) Exemplary project funds, 4) Inter-district transfer funds for tuition, 5) Control accounts to cover administration, inservice, and placement activities.

Administration Charge per District

The vocational administration is covered by one full-time vocational director and one full-time secretary in offices provided by the Flat Rock School District. The total expenses of the administrative effort are calculated and divided equally among the seven districts involved.

Communications

As previously stated, the administrative communications are provided by the meetings of local boards of education, superintendents' administrative council, and the principals' group. Communications with individual staff and programs are provided by frequent informal visitations by the vocational director. There are also formal meetings with the building representatives to the Staff Steering Committee. This group consists of persons from each building from each of the following four areas:

1) Guidance
2) Home Economics
3) Business Education
4) Trade and Industry

The staff steering committee meetings provide for two way communication between administration and staff.

Guidance and Placement

The guidance staff from each of the seven high schools are represented on the staff steering committee and also meet as a total group with the vocational director to discuss program enrollment and student needs.

Placement centers are available in each of the high schools typically as an added component of the guidance function. Coordination and placement centers which will serve the entire Consortium will be provided for with external grant funding.

Program Budgets

The vocational director develops budgets for each individual reimbursed program and administers to the implementation in varying degrees dependent upon the districts involved. The variance of involvement ranges from directly approving purchases for ordering to periodic update of budget conditions.

Grants and Special Projects

When special funding becomes available, the vocational director coordinates the application and writing process. In cases where more than one district is cooperatively applying for the same funds, the director will act as the contact and fiscal agent.

Advisory Committees

There has been developed a centralized advisory committee which represents the broad spectrum of programs and each of the individual districts. This group meets with the director to discuss and advise in those broad areas which effect the total Consortium administration, management, and compliance.

Each individual program area has a resource committee which interacts with the advisory committee in matters concerning individual program needs.

Transportation

As might be imagined, the transportation of this large number of students from seven high schools to nine program locations, three times during the school day poses many complexities. The current system involves the participation of each district's transportation system sharing the responsibility.

The process is:

A) Three times during the day, students are picked up from sending high schools.

B) Students are transported to a centralized drop point (Woodhaven High School).

C) Buses returning to their districts take those transfer students with them who will be attending programs at their high school buildings.

With state approval to operate vocational programs on a shared-time basis, the costs are included in the reimbursement with the general transportation report. Beyond that, added cost funds are eligible to be expended to reimburse the district for that portion of expense not funded under general transportation.

Special Needs Program

A program will be initiated September, 1979 to provide support services to modify vocational programs for services to the disadvantaged and handicapped youth in the Consortium. Although, the project will operate in all five districts, Flat Rock will act as the fiscal agent and administer the program and project funds.

Future Plans

A needs assessment and long-range plan have been initiated as an ongoing process. With this investigation, determinations will be made relative to expansion or elimination of programs.

Currently, new programs are being investigated in the following areas:

1) Climate Control - Gibraltar School District

2) Aviation Related Careers - Grosse Ile Township Schools

3) Law Enforcement - Flat Rock Community Schools

THE DOWNRIVER AREA VOCATIONAL CONSORTIUM

The concept of local school districts being able to share vocational programs began in 1965 with the school districts of Flat Rock, Gibraltar, and Grosse Ile initiating eight program areas to be utilized jointly. The Huron School District was added in 1967, Airport (Monroe County) in 1968, and Woodhaven in 1972. As the process evolved, new programs were added to meet the expanding student and employment demands

Until recently, the group of school districts was referred to as the Downriver Area Vocational Cooperative. Cooperation has been the major element of success which has enabled the current program's growth and development. As with any other school districts, these have had experiences with financial difficulties and administrative changes, but historically the vocational programs have always received positive attention as meeting vital educational needs and the consortium's ability to meet those needs in a "cost effective" manner has been recognized.

During August of 1978, the Downriver Area Consortium was approved for Area Center Designation which provides for a fifteen year contract among participating districts and the capability to function as a single district relative to vocational education operations.

Under the law, we are defined as a "decentralized area center", meaning we will operate the same as the vocational area centers, but our programs will be offered at more than one site. Currently, programs are offered at nine different locations.

Districts Currently Involved

District	K-12 Population	11-12 Enrollment	Vocational Enrollment	% of 11-12 In Voc. Prog.
Airport	3,338	380	218	57%
Flat Rock	1,620	234	135	57%
Gibraltar	4,478	540	338	63%
Grosse Ile	2,384	444	86	19%
Huron	2,757	407	298	73%
Riverview	3,164	513	287	56%
Woodhaven	4,614	430	240	56%
Totals	22,355	2,948	1,602	54%

Mr. BOTTOMS. Mr. Charles Tennant, an occupational work adjustment coordinator in Columbus, Ohio, will talk about the program he operates.

STATEMENT OF CHARLES TENNANT, OCCUPATIONAL WORK ADJUSTMENT COORDINATOR, COLUMBUS, OHIO

Mr. TENNANT. Mr. Chairman, and members of the committee, I am from Columbus, Ohio, and at this time I would like to talk to you about the OWA program in the State of Ohio.

At the present time, we have 459 units. We could double that, but we have a problem of stipend money. Today, we get $58 per student, and in the State of Ohio employers are beginning to discontinue hiring students under 16 years of age because of labor laws. If we could get more money for stipends and put students in the private sector, we could double all of the programs in the State of Ohio, and decrease juvenile delinquency.

If you turn to the report that I gave you, you will see on next to the last page the example of a student who was in an OWA program from a family where nobody had graduated from high school, was prone to drop out of junior high school in the 9th grade. We got him into OWA and not only did he finish the 9th grade, he only missed 17 days from the ninth to his 12th grade, and now he is a salesman with a local store as a shoeperson.

Thank you very much.

[Prepared statement of Charles Tennant follows:]

PREPARED STATEMENT OF CHARLES TENNANT, OCCUPATIONAL WORK ADJUSTMENT COORDINATOR, COLUMBUS, OHIO

PURPOSE AND BACKGROUND

The Occupational Work Adjustment (OWA) or the Work Experience and Career Exploration Program (WECEP) is a one- or two- year ungraded vocational program designed for 14- and 15- year-old students who are potential dropouts from the normal educational process. These students have demonstrated a dissatisfaction or disinterest in the normal academic curriculum and are not achieving successfully because of high absenteeism and failing grades. It is felt that these students are capable of learning if they are motivated with interesting materials and work experiences that are geared toward their levels of growth, interests, and experiences.

The primary fuction of OWA (WECEP) is to aid the movement of these students toward enrollment in and successful completion of a vocational or academic high school program. The ultimate goal of OWA is identical to the regular educational program: to produce well adjusted, educated, productive and responsible citizens within our communities.

OWA started in Ohio in 1968 with programs through a contractual agreement between the Department of Labor and the State Superintendent of Public Instruction, State Department of Education. Ohio's OWA programs are funded through the State School Foundation Program by unit factor for program operation only. No State funds are available for student stipends for work experience.

The OWA program is meeting a very important need in Ohio. Its goal is to prove to youth they are "worth something" and can succeed in school and in life. The youth enrolled in the program have been failures in education and have a low self concept. They need work and the assistance of a teacher coordinator who cares about them and can assist them with their academic problems and job adjustment needs. The OWA program has grown rapidly in Ohio since 1968 since it is meeting the needs of a population that has not been served by our educational system.

Unless the youth at age 14 and 15 years old are given a sense of worth through success in both work and education, they will drop out of school before they have an opportunity to experience success in vocational education. Research indicates that youth should not be enrolled in vocational education before age 16 on the basis of their maturity in relationship to occupational choice. Without a program like OWA the dropout prone youth will not stay in school and continue to suffer failure.

From a beginning of 1 program in 1968, the numbers of programs has increased to 457 during this school year enrolling 8731 numbers of youth. The breakdown of the enrollment in the 1978-79 school year is attached. You will note the program serves both black and white students but the percent of black students enrolled is higher than the percent of blacks in the total population nationwide. It should be noticed that over one third of the youth enrolled are female.

A comparison of the 1978-79 enrollment of 9659 with the 1979-80 enrollment of 8731 indicates a decrease in the number of students served this year. This drop in enrollment is due to the fact that fewer private jobs are available and there are very little monies available for stipends for work in the public sector.

A chart is attached showing the success of the Columbus Public Schools OWA programs and attached is a case study of one of the successes in the Columbus Public Schools.

From 1968 through June of 1977, jobs in the private sector were never plentiful for OWA students. During the past two years, jobs for OWA students under the age of 16 have been very difficult to find. Several factors have been involved in this important area of the program, mainly:

1. Age of OWA Students - Because of the limited amount of hours 14 and 15 year OWA students can work, and the strict enforcement of the laws by the Labor Department, employers tend to hire only those students 16 years old and older.
2. Expansion of Work Related School Program - During the past several years, the number of vocational programs for the disadvantaged have increased significantly. The majority of these programs are in high schools where the students can only qualify if they are 16 years or older. It is not unusual to see 8 to 10 programs competing for the same job sites in any given area. As work experience based vocational programs expand in Ohio, the problem of locating private sector jobs has become more difficult especially for those students in OWA programs under 16 years of age.
3. Recession - During times of higher unemployment, jobs normally filled by 14 and 15 year old students were filled by older high school vocational education students who could work longer hours.
4. Company Policy - Due to factors relating to Child Labor Laws, many small and large companies are now initiating policies restricting employment ONLY to students 16 years old and older. Such companies often have misinformation concerning laws and regulations.

At the present time, the programs are increasing for those students in high school vocational work-study programs, and the OWA private sector job sites have been declining at a fast rate in the State of Ohio.

ALTERNATIVES

Without proper guidelines many alternative approaches can be used to help solve the problem of unemployment of 14 and 15 year old students in the private sector.

It should be remembered that the following alternatives are ideas and suggestions, and not law for OWA programming.

1. Student can be placed in regular classes during afternoon - This procedure would be ineffective since the student was a failure in this situation prior to entry into OWA. Secondly, most school systems, administrators, and teachers are opposed to this idea for the following reasons:
   a. students replaced late into a regular curriculum will be far behind.
   b. if placed in academic programs at the beginning of the year, teachers become apprehensive about the quality of work submitted by the OWA students who know they may eventually leave for employment. The problem would be further compounded by moving in and out of an academic program all year long.

This alternative does not meet the criteria for OWA, and most of all, it would further damage the students invloved and create juvenile delinquency.

2. Dismiss the student from school when not employed - The major objection of this idea is the lack of supervision of the student. The student will get use to leaving early from school, become bored and even more irresponsible.
3. Provide work experience only for older students - Since it is much easier to place 16 year old students on jobs in the private sector, programs for this age group can be run more successfully. The primary objection to this notion is the need for a program designed for students between the ages of 14 and 15. If this approach was taken, the OWA program would lose its value to the youth and the community.
4. Place all 14 and 15 year old students in employment in the public sector - this notion or approach is more realistic for those students under the age of 16. There is, however, a major problem of stipend monies to pay

or reward these students for their efforts. At the present time, the State of Ohio budgets only $590,428 or $58 per OWA student from funds made available from P.L. 94-482. With the high unemployment rate of OWA students across the State of Ohio, which has increased nearly 48 percent since September of 1979, the stipend monies we receive do not near meet the needs. It is, therefore, very important for the United States Congress provide more funds in the area of stipends for the employment of dropout prone students in the public sector and to somehow relate health, mental hygiene and social welfare services to these students while they are in the schools, and provide funds to increase OWA programs, since, at the present time, we can only meet the needs of one-half of the students who qualify for OWA programs in Ohio. The State of Ohio has indicated a willingness to provide funding for program operation but has no provisions for stipends for employment in the public sector or funds for health, mental hygiene or socal services essential in helping the OWA student to a level of success. Work for pay is an absolute necessity in the OWA program.

OWA STUDENT POPULATION
1978-1979

BLACK MALE	1253 (20%)
WHITE MALE	4885 (78%)
OTHER MALES	114 (2%)
TOTAL NUMBER OF MALES	*6252 (65%)
BLACK FEMALE	779 (23%)
WHITE FEMALE	2569 (75%)
OTHER FEMALES	59 (2%)
TOTAL NUMBER OF FEMALES	3407 (35%)

* These figures include all OWA units in Ohio (457 in 208 school districts).

A SUCCESSFUL OWA CASE STUDY

Identifying Data

NAME: McGill, Cyrus   AGE: 19   RACE: Black

DATE OF BIRTH: July 4, 1960   PLACE OF BIRTH: Columbus, Ohio

FATHER: David McGill

EDUCATION: Tenth grade   OCCUPATION: Unknown - Living in another state

MOTHER: Zella McGill

EDUCATION: Tenth grade   OCCUPATION: Telephone operator for COTA

SIBLINGS:
1. Lois - 25 - high school dropout
2. William - 23 - high school dropout
3. Carol - 21 - high school dropout

The Family

Persons in the home

Cyrus's father left the mother 15 years ago. She was forced to receive A.D.C. until April, 1978. Cyrus's mother is 43 and is now employed as an operator for the COTA bus system.

Cyrus, who is nineteen years old, is the subject of this case because he is the only one in his family to finish high school. It is felt that his graduation is due to positive experiences in the OWA program while in the ninth grade.

School adjustment

After being selected for the OWA program, Cyrus, who had failed ninth grade, and read on a 4.7 grade level, began to show much improvement in his attitude, his classroom assignments, and participation. Prior to the year before he was accepted in OWA, Cyrus had missed 38 days in school. While in OWA in junior high school, and OWA in high school, Cyrus only missed 17 days in four years. Although his grades were not that exciting he maintained a high enough average to graduate from high school. Cyrus, who had been a discipline problem until he was accepted in OWA, is now employed as a shoe salesman in a department store.

COLUMBUS C.[illegible].A. PROGRAM

ACHIEVEMENT

SCHOOL	M	F	1977-78 ABSENCE	1978-79 ABSENCE	AVG.ABSENCE PER STUDENT	%IMP-ROVEMENT	PASSING GRADES ENGLISH	MATH	SCIENCE	P.E.
BARRETT	15	2	741	599	35	19.21	11	12	9	17
BEERY	5	11	587	340	22	40.54	13	14	12	15
BUCKEYE	16	5	461	292	14	36.48	21	20	20	21
CHAMPION	10	7	277	301	12	27.43	9	14	17	17
EVERETT	9	8	415	330	20	18.31	15	16	12	17
FRANKLIN	12	5	324	231	13	28.70	16	15	15	13
HILLTONIA	15	5	690	730	12	-5.79	10	17	10	10
INDEPENDENCE	21	4	459	232	9	49.61	25	18	18	24
INDIANOLA	19	8	1263	942	45	25.41	23	14	3	12
JOHNSON PARK	11	5	238	179	11	24.78	16	8	14	15
LINMOOR #1	9	14	752	568	8	24.46	23	20	23	20
LINMOOR #2	17	4	1075	845	40	21.39	20	16	15	20
McGUFFEY	11	7	673	458	27	31.89	17	16	8	14
MEDINA	22	5	629	831	30	-32.11	16	26	17	26
MIFFLIN	10	11	295	259	12	12.20	19	17	20	21
MOHAWK	14	4	539	303	17	43.78	15	16	17	16
MONROE	11	6	377	254	15	32.62	17	13	12	17
ROOSEVELT	10	7	364	166	10	54.45	14	16	10	17
SHERWOOD	18	4	522	458	20	12.26	16	22	18	22
SOUTHMOOR	16	4	483	548	27	-13.45	12	19	16	15
STARLING	15	9	965	479	20	50.36	14	21	20	19
WESTMOOR	8	8	658	276	24	58.05	12	15	14	16
WOODWARD PARK	14	10	501	485	20	3.19	23	22	21	24
TOTAL	303	153	13,288	10,124	20	24.50				

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Dr. **Bottoms**. Our last panelist is Ms. Cecile Caswell, assistant director of developmental programs and coordinator of vocational education, office of education, Santa Clara County.

STATEMENT OF CECILE CASWELL, ASSISTANT DIRECTOR OF DEVELOPMENTAL PROGRAMS AND COORDINATOR OF VOCATIONAL EDUCATION, OFFICE OF EDUCATION, SANTA CLARA COUNTY, CALIF.

Ms. **Caswell**. Mr. Chairman, and members of the committee: I am vocational education coordinator at the Santa Clara office of education, which is the third largest intermediate educational unit in California. As such, I am responsible for the coordination of local district delivery of vocational training, coordination of vocational education among the schools and programs that are the direct responsibility of the county's superintendent of schools, which include schools for the handicapped, for incarcerated juvenile offenders, migrant education, and regional vocational schools.

Also, I am project director for a CETA title IV pilot program for potential dropouts, which provides similar experiences as detailed in the administration proposal. From that perspective, I support the administration proposal and the testimony that Dr. Bottoms has presented.

The program we are offering has proven successful based on the internal and external evaluation in retaining students in high school, in improving their attitude, and achievement while they remain in school.

As I mentioned, it matches the components detailed in the specifications of the administration proposal. The success has been possible by modifying existing vocational education programs to provide increased employment opportunities for the disadvantaged youth.

It is a multiyear program, which we feel is necessary to provide the extended time and support services to make these youth employable. It is developmental in nature. There is an assessment portion to basic skills remediation, career exploration, a strong counseling component with reduced student to teacher and counselor loads, vocational training, work experience, and development of job seeking skills.

It has provided an alternative program for these youth. It is individualized, and provides the necessary coordination among the community and the school, and utilizes existing resources.

Santa Clara County is an area with a very low unemployment rate for adults. There is a crying need for skilled and trained workers, which existing resources do not allow the schools to provide.

Based on the success of the program we are operating, I support the administration proposal, and urge your support, with one further observation. This legislation would allow our office to increase vocational opportunities for migrant youth, handicapped, and incarcerated youth, which are the direct responsibility of the Santa Clara County superintendent of schools.

I urge your support of this legislation, and I will send you written testimony at a later time.

Dr. BOTTOMS. Mr. Chairman, that concludes our formal comments. Since the administration has not sent its bill to the Hill, we would like to keep the record open so we can furnish further comments.

Chairman PERKINS. Thank you very much.

Mr. Spillman, I would like to ask you a question. Do you agree with the administration's idea of having a competition within the local school districts for the funds? Please give us your reasons one way or the other on that subject matter.

Mr. SPILLMAN. The reason I don't agree with that proposal is that what that ends up doing is depending on the local principal and his ability to create a program, describe it on paper, and that may not be where the greatest need is, or where the funds will have the greatest benefit.

The second reason that I don't agree with that is that many of our desegregation plans in some of the cities like Lexington and Louisville have, in fact, dispersed many of the people we are talking about throughout their whole school systems, and it will make it very difficult to target at the local schools, and get at the problems that we are really concerned with.

Chairman PERKINS. Is that your idea, too, Dr. Bottoms?

Dr. BOTTOMS. Yes, Mr. Chairman, we would support a process of local planning that would be somewhat simpler. If the local system wanted to have competition, that ought to be left up to them, and not be prescribed in the legislation.

Chairman PERKINS. Do you agree with the administration's proposal for a new advisory council for each building?

Dr. BOTTOMS. Mr. Chairman, for the process at the local level we have suggested that the committee look at the possibility of the current legislative vocational education advisory committee at the system level, and how that might be revised to be the advisory committee.

Hopefully, most building level secondary schools have an overall vocational education advisory committee now, and there could be way that those advisory committees could be revised to incorporate particularly the basic skills elements.

Chairman PERKINS. We have not seen the bill yet. However, the proposal contains two types of educational grants: those for basic skills, with three-fourths of the funds set aside for this purpose, and grants for vocational education, funded from the remaining one-fourth.

How do you think these two types of grants would fit together at the local school district level?

Dr. BOTTOMS. As I understand the administration proposal, there would be a common planning process at the local level that would have the general educator and the vocational educator to plan jointly focusing in on target students as well as the schools. That would enable these two elements to come together possibly in a single local plan. We would have no difficulty with that, that being the case.

Chairman PERKINS. Let me ask all of you a question, and several of you may want to comment.

I am sure you know that in addition to these education grants, this bill provides some additional funding for CETA grants. How do each of you believe that the school system and the CETA system ought to work together, and will these new funds foster that cooperation?

Mr. **Spillman**. I will give you a direct answer to the latter question and that is, yes, I think these additional funds will foster that cooperation. One of the ways that you can guarantee that fostering is by routing the funds through the separate systems, but causing them to have to come together at the local level.

I think that that will give local school districts, and local communities, with all the groups working together, an opportunity to plan a comprehensive program that fits their needs. So I would see that the general education funds would support the basic skills component, but one of the things that is critical, and I think that it is basic, vocational educators don't know how to teach reading, writing and arithmetic, and furthermore in my opinion it would be disfunctional to put enough resources there that they could do that.

By the same token, the general education people do not have the capacity to develop employment skills. However, in terms of the learning process, those two can contribute to each other. So what you can end up doing is developing a curriculum that addresses both of those needs and supports each one.

You have to have alternative kinds of experiences, alternative kinds of programs. You have to reduce the student/teacher ratio. You have to add additional counseling services. We do have some programs where the curriculum is designed in such a fashion that what is going on in the vocational shop, so to speak, is supporting what is going on in the academic classroom and vice versa. That is what is so important.

The CETA aspect of it provides the opportunity for a direct link to job placement, job needs analysis, as well as to economic support of the individual through stipends, and so forth. All those components are very important to a comprehensive system.

Chairman **Perkins**. Do the other gentleman want to comment?

Dr. **Payne**. Mr. Chairman, I would like to comment from the postsecondary point of view, the out-of-school part. I happen to serve on a planning council in the metropolitan area of Birmingham as a prime sponsor for CETA. There we are trying to link the educational and training directly for work skills and for the jobs available. We are leaving the CETA in the service area, providing services to those who qualify for other services such as health, and different types of child care and transportation services that they render.

By linking those two together, and allowing the educators to provide the training needs, which we have already established links with industry in providing the employment opportunities, and designing the skills training to meet the employment needs of the industry, we are finding out that this is working out very well.

The impact of the legislation will allow us to go beyond what we are doing now. As Congress has pointed out, we need better productivity, and we need young people with a desire and interest to work, to hold a job and contribute to the community. This is what we in the postsecondary vocational technical sector are trying to serve. We agree that by linking those two services together we can meet the needs of the unemployed youth.

Mr. SCHNIEDERS. I think that it has become very obvious that the CETA participant needs, along with subsidized employment, training. I think the type of funding mechanism we are talking about here has made it necessary for the two parties to come together and work. By doing this, we will make sure that we are not duplicating or, in fact, talking about the development of a third unit that might be a duplication of the services one or the other has to offer right now.

Mr. TENNANT. Mr. Chairman, I would like to say at this time that the CETA funds would not benefit many of the children in the Columbus Public Schools due to the fact of desegregation because of certain guidelines. For instance, I have had 150 OWA students over the last 6 years and I have had only 11 students that qualified for CETA funds.

The reason I am here is to get more stipend funds, much more than $58 because $58, if we don't have any jobs for those students under 16, will only last for 21 days at $1.84 cents an hour. Therefore, I would suggest that we do something else with the LEA funds and stipend funds so that we can provide more services for students under the age of 16.

Dr. BOTTOMS. I have three items. In the labor portion of the adminstration there is an incentive for the prime sponsor to work with the educational components. It seems to me that that strengthens that tie.

Second, in our testimony we recommended that for all public service employment for youth there be an education component. We think that that will strengthen the tie.

Third, in our testimony, but I did not mention it orally, we have asked that the CETA stipends could be related to disadvantaged and handicapped youth being served under the existing vocational education law in the same kind of manner it can relate to disadvantaged youth being served under the education phase of what is proposed here.

It seems to us that these two additional elements will further build that base of working together between the two systems.

Chairman PERKINS. What about you, Ms. Caswell?

Ms. CASWELL. I have nothing to add, Mr. Chairman.

Chairman PERKINS. I would like to ask another question.

As a result ot the interrogation yesterday, it seems to me that we have considerable work to do on this proposal before we can even get the bill out of the committee.

Now let's assume that the committee did not pass the bill, and we gave you extra money for vocational education. Under your present setup could you gear up fast enough to utilize the money efficiently and not waste any?

Dr. BOTTOMS. Mr. Chairman, there will have to be several "ifs" in that statement.

If you wanted the money spent on disadvantaged youth, and if you wanted it targeted, there is no way that under the current vocational education law that the vocational education community can spend this additional money because of the constraints set up in that law about how we have to spend, and the way it is currently being administered by the Office of Education.

Given some change in that legislation that will allow the money to be clearly targeted to the most needy communities, and second to be spent in the manner that is proposed here, yes, we can gear up to mount sound programs because we have been serving some 2 million severely disadvantaged youth annually who meet the criteria set up in the legislation. We have a base of expertise and some know-how to deal with this group of youth.

Chairman **Perkins**. I want to conclude by stating that it will be my purpose to proceed as expeditiously as possible to get a bill. I think we will get one, but I thought that we should have your view on that question.

I don't want to take any further time from the other members. Mr. Miller.

Mr. **Miller**. Thank you, Mr. Chairman.

Dr. Bottoms, let me get your last answer straight here. You are suggesting that the money as it is currently suggested to be targeted, you could not spend under the requirements in a timely fashion?

Dr. **Bottoms**. My answer is that under the existing vocational education law as it is currently being administered, we could not spend this money under that disadvantaged set aside because of the constraints that are placed there. Particularly, your State of California is having difficulty now.

The money under that law primarily has to be used for the excess costs in serving the disadvantaged. But 100 percent of the money cannot be used because we still do not have regulations out of the Office of Education on the amendment that you made to the bill last summer, which means that local systems are having to match Federal dollars for excess costs. They are putting up $9 of the $10 of the basic program, but if it costs $2 more to serve the disadvantaged they have to come up with the additional $1 locally of the additional money.

It would simply be impossible to get that kind of money from local system who now have tax levies and cannot increase the amount of taxes by certain percentages to match the kind of dollars we are talking about here.

Mr. **Miller**. Is that involved with the implementation of the part of the law that we had some discussion on yesterday, which was the priority setting and consideration of applications by the State. One of the first priorities mentioned is the location in economically depressed areas and areas of high unemployment.

What is happening with the implemenation of that section? Your opening testimony is that there are very few vocational programs in these urban areas, and you mentioned cities of over 500,000.

Dr. **Bottoms**. Mr. Miller, the Federal investment in vocational education—there are over 16 million students enrolled—amounts to something just over $30 a student. There is an effort by the States to concentrate the money in those communities that have the greatest need, but most States in terms of trying to develop those training stations have done it on a partnership basis.

Many of the communities that we are talking about simply have not had the resources to come up with the other part of the resources for this effort. There are a number of depressed communities throughout the Nation where there have been considerable funds available to build those communities' capacity to develop people over the last 15 years.

Mr. MILLER. As a result of this change in the law, has money been redirected toward those areas based upon the priority that the Congress set out? Has the percentage of money spent in urban areas of high unemployment changed in the last 5 years?

Dr. BOTTOMS. I don't have those figures, Congressman.

Mr MILLER. So, before we go sending new money into a supposed urban initiative, we don't know whether even the existing law has changed the proportionate share of money, or whether it has been implemented in terms of meeting the priority set out in the law.

Dr. BOTTOMS. It seems to me that this is a question that the Office of Education would have to answer. I do not review the State plans, nor approve those. I would assume that the Office of Education is administering the program according to the law and that the moneys have been, in fact, spent in the communities of greatest need.

Mr. MILLER. Just a second ago, your testimony was that in cities of over 500,000 in population, they had only an average of 12 training stations. Is that correct?

Dr. BOTTOMS. It is 12 percent.

Mr. MILLER. What was that 5 years ago?

Dr. BOTTOMS. I cannot tell you what it was 5 years ago, Congressman. This is a study that has just been finished in the last 18 months by the Office of Education. If there are comparative studies 5 years ago, I do not have those.

Mr. MILLER. Do you have a comment?

Mr. SPILLMAN. I was just going to say that I assume you are talking about subpart 4 funds in the vocational educational law, and those funds are being utilized and are being targeted, and those are 100-percent funds also. But the 20-percent set-aside out of the basic grant is matching for excess costs, and quite frankly what is happening in Kentucky is that our carryforward is getting greater each year. We just cannot spend those funds. We are already overmatching, and then when you talk about additional match for excess costs, the money is just not there.

Mr. MILLER. What I think I am talking about is, under the title of general applications, section 106, subsection 5(a), which lays out how a State shall meet Federal requirements, and one is that the State in considering the approval of such applications from the local agencies shall give priority to applicants which are located in economically depressed areas, and areas of high rates of unemployment and unable to provide the resources necessary to meet the vocational education needs of those areas without Federal assistance.

I just wondered if that had been implemented, and if we had made any change?

Does anybody know? Then we will ask CBO, or somebody for the answer.

As I look at the testimony that was presented here by this panel, I wonder if you might outline for me what this proposed law would allow you to do, or what activities you could conduct that you cannot conduct under the current law? When I say current law, I mean existing CETA, existing vocational education, and title I.

[See additional information at end of day's proceedings.]

Mr. **Tennant**. At the present time, under the laws that we have for title I, there is no money really provided for students 14 and 15 years of age in the public sector, unless they qualify for CETA. Then they can go to work in the private sector.

We have in the State of Ohio, as I mentioned before, about 9,000 students, and three-fourths of those students will not qualify under the existing laws. So we don't have any money that we can pay the students to work in the private sector due to the fact that the labor laws state that students under 16 years of age are prohibited to work a certain number of hours.

Mr. **Miller**. That is a problem within the national labor laws of this country.

Mr. **Tennant**. Not necessarily. It is that the employers do not want to hire students who can only work up to 3 hours a day, when they may need them for 4, or maybe 5 hours a day.

Mr. **Miller**. What is it that legally prevents them from doing that, other than employers' attitudes?

Mr. **Tennant**. Would you repeat the question?

Mr. **Miller**. What is it in these three laws, or in some other law, which would prevent the employer from doing that? Is it because he wants people who can work longer than 3 hours, and the law prevents somebody from working longer than 3 hours, or school attendance laws?

Mr. **Tennant**. They would like to have someone who can work longer than 3 hours. Most of our OWA students work in fast foods, and the management will change an awful lot. So when the management changes, the students are not under a lot of careful guidance and sometimes they will have to work more than 3 hours. So what they have done in the State of Ohio is to eliminate all jobs for students under 16 years old so that they will not be faced with that problem.

Dr. **Bottoms**. The biggest thing that this will enable us to do, it will allow an increased concentration of resources to expand programs in the communities with the greatest need. That is the one big thing the law allows to happen.

Mr. **Miller**. That is what the current law says you must do. That is where the priority must go. We don't know if that is happening.

Dr. **Bottoms**. I don't have the data to show you that it is happening here. I don't see how it could not be happening in States which have approved State plans by the Office of Education.

Mr. **Miller**. I think I could show you how. I could show you a lot of things that happen down there.

Ms. **Caswell**. Under existing CETA law, as you well know, the allocation of funds under CETA by the prime sponsor is a highly political thing. With the small amount of funds that are received by our consortium project we are serving a maximum of 93 students at any one time in Santa Clara County.

Mr. **Schnieders**. If you compare the specifications in this initiative to past techniques, this allows us to take a look at the many different kinds of services that this type of student or group of students needs, all the way from intake of the student recruitment through the necessary phases of gainful employment.

In my testimony, I identify project areas where we have been able to zero in on components of this package where our lack of success or our total success has been hindered by not being able to deal with the comprehensive program all the way from start to finish with the student.

It is nice to have job placement, but if you have missed the basic skills component, or the occupational skills component, there is nothing to place. It is terrible to give a student skills, and not give him a job. This allows us to look at the whole package.

Mr. **Miller**. If you give them the skills, where do you see the jobs coming from to provide to those students in the job market in your county?

Mr. **Schnieders**. Our intent would be to identify disadvantaged youth or youth coming from a disadvantaged background as a part of this process. As part of this process, as I see it, the intent is to graduate a regular a youth that is competitive in regular skills, both occupational and basic skills, or employment or job seeking skills, to go out and compete with all other graduates. I see the determining factor, or the difference that we can cause as raising that student to that average level of competition.

Mr. **Miller**. You are prevented from doing that now under existing law?

Mr. **Schnieders**. We are not prevented, but we are not capable of putting together a comprehensive program. The Taylor project that I mentioned in my testimony, did an excellent job of recruitment, provision of basic skills, provision of occupational skills, but the placement and the job development for that student fell into another department or another funding technique, and it was limited at that point.

Mr. **Miller**. How will this law change that?

Mr. **Schnieders**. As I see the specifications, and I have only seen the specifications, you could develop a program for a school district or a school unit that would allow you to identify the youth that you want to target your services on, recruit those students into the program, and provide them a good guidance technique to allow them to identify a proper occupational program, coordinate the occupational program and the basic skills develop; and provide job seeking skills and full-time placement upon graduation. That is what I see this program as being able to do. I could be mistaken.

Mr. **Miller**. Let me just suggest for members of the committee that perhaps the testimony just given by this panel in fact is more of a testimony of perhaps the success of the current system.

The gentleman from Wayne County who just finished speaking talked about a comprehensive program which was involving work and basic skills under title I. The gentleman from Ohio talked about a very successful program in which, if he could just get stipends, he could double the youth employment. Mr. Bottoms says that the problem is a lack of programs in the urban areas, yet the 1976 law mandates programs in the urban areas.

Ms. Caswell says that the program is successful on all counts by internal and external audits. The gentleman from Alabama serves on a prime sponsor board which incorporates his expertise as an educator with that of CETA, and it is working out very well. The gentleman from Kentucky suggests that maybe one of the things we don't do is start mixing up vocational education teachers and general education teachers in teaching one another's skills.

So I guess I don't see that the burden of proof is met, that absent some major changes; yours is a political problem, and I am not sure that we can change that from Washington, D.C. The stipends make some sense to me if, without them, young people are prevented from being trained and entering that market. The 3-hour thing, that is a preference of employers, and I am not sure that we can change that from here.

The coordination may, in fact, be possible, but it is not being done. I don't know if I am willing to spend $2 billion to buy that coordination because I know that it already happens in the area I represent. We identify young people. We identify handicapped people. They work with an employer-student-school council. The steel mills take them. They find jobs. It is limited, and all they need is more money. They don't need a massive new program.

I guess the bottom line is, do you really need more money for your programs, or do you need all the wordage that goes with it?

Mr. **Schnieders**. We need more money.

Mr. **Miller**. That is what I am afraid of.

I would hope that you would be very careful about buying this, because if you really need the money—I suspect that that is what you need. I suspect that each of you were brought here because you run successful programs.

Other people who testified here last month from high schools, who were part of the hearings that we had—sure they had gaps. They needed more lathes. They needed a tool and die maker. They needed skilled people. They needed various components, so they could add more students because what they were doing was successful. But they did not have enough money, and they certainly did not need a new law.

If you look at some parts of this, it will keep your principals so busy that they will not have any time to help you out. I am really concerned that we are going along here because the carrot is so large. I just don't think that the burden of proof has been met, because I think that with some minor changes in title I, some minor changes in vocational education about who is covered and who is not covered, and expanding the universe for coverage, with some coordination, with cutting down the political barriers, the resources are there for the children.

The resources are there to give them their basic education. If it is not, then let's add to those resources. If title I is still starving, and it does not go high enough in the grade levels, let's face that problem. If vocational education should be started in junior high school, let's face that problem. But let's not buy all of this other business that will delay by many years the implementation of what I think you people are properly doing quite proper in your own communities, but could do better with additional resources.

Thank you.

Chairman **Perkins**. Mr. Goodling?

Mr. **Goodling**. Thank you, Mr. Chairman.

Let me follow that up by asking you what you feel has been the major difficulties blocking greater cooperation between vocational education and the CETA job training program at the local level?

Dr. PAYNE. At the postsecondary level, as was mentioned in the testimony, we are getting to establish this cooperative relationship in serving these needs. As it was pointed out, the funding is quite a problem and a source of not being able to make a greater impact on this target group of unemployed, nonachievers, dropouts. We need specialized type training.

We find at the postsecondary level a limitation of the number of students that we can put into a technical training program because of equipment limitation, faculty supervision, and then work assignments. So with additional funding targeted on this group, allowing us to broaden our training and the component of counseling, job orientation, job placement, this will allow us to do a better job, serve a greater need, be more productive. The Congress and the public is saying, vocational educators should carry this load, and this responsibility.

We are interested in fulfilling our responsibility, if we were able to tie to this other components for funding that would allow us to carry the student from the poverty level to the employment level, and make a productive citizen of that individual. You cannot do it within the same system, with the same methods and techniques we are presently using in our regular programs.

This is the greatest need. This legislation addresses that by allowing us to better cooperate. Let each sector that has something to offer, provide that. Then leave the training and education up to the educators, which we want to meet that demand and carry out our responsibility.

Mr. GOODLING. But are not both now going on in your own separate ways?

Dr. PAYNE. We are to a certain extent from the standpoint of the services that we are rendering. But we are trying to bring about a team effort to meet the problem. The problem is getting those young people out of poverty and on the job. We are getting the industry support, with advisory groups saying, "If you will do your job and meet this employment level, we will take that individual into our plant and into our business."

Mr. GOODLING. What team concept is there at the present time between you and the whole CETA operation?

Dr. PAYNE. This is putting the components of recruiting and counseling, and assessment of basic background and what basic education and skills that are needed. Then the vocational education sector taking up the responsibility of providing that "catchup." We call it catchup because we have to get them up to a certain level. Then provide the trained skill knowledge and technical level in order for them to be employed. That is the relationship that we are finding.

Mr. GOODLING. Would you repeat that last line?

Dr. PAYNE. This is the relationship that we are working toward, establishing a better relationship in meeting that need.

Mr. GOODLING. With this kind of legislation, or with what is going on now?

The point that I am trying to get at is, what kind of coordination and cooperation is there? Is there just duplicity of effort. What are we doing in vocational education in relationship to the whole CETA job training program?

It is my view that this legislation is trying to pull all of these components together, so everyone is going in the same direction.

Are you talking about what is going to happen if the legislation is passed, or are you talking about what is going on now between vocational education and CETA job training, et cetera?

Mr. **Schnieders**. In the implementation of this initiative or any revisions in legislation that would occur, one of the areas that causes us the greatest amount of trouble, both are really fiscally responsible or related. The fiscal year of CETA compared to the fiscal year of an educational training unit are completely out of kilter with one another.

In September, in a vocational training program, when we are recruiting CETA eligible persons into our program to provide training and fill the program, the CETA program is on a downswing of its school year. It is not initiating new projects, and it is not introducing new participants.

When our program is in full swing in November and December, when the CETA funding becomes available and the identification of participants and training needs are identified, our program are fully utilized and spaces are unavailable.

On the other hand, when funds comes to a local school district out of a CETA unit, the commitment for funding is typically very short. For example, our transition service project that we have implemented is a full-scale transition service all the way from career guidance to full placement for students. It is a 1-year project. It is in full bloom right now and doing great things. On September 30, it might be gone completely.

Mr. **Goodling**. Let me ask you, in this proposal—of course, we have not seen any legislation—when it talks about 25 percent of the basic formula funds will be used for vocational education, there is something that is not overly clear to me. I want to see how you interpret it.

> All the funds are to be spent in eligible basic youth formula districts. In States with nonidentical elementary, secondary, and vocational education districts, the sole state agency must work with the local vocational system and the local education agencies to ensure adequate coordination. Funds from both the basic and vocational grants must serve the same geographical areas.

Let's take a county that has 14 schools sending students to a vocational education school. How do you interpret the distribution of these funds. We are talking about targeted schools, and we are talking about certain students. How do you see the use of these funds when these 14 districts come together into one vocational education school? How do you interpret geographic areas?

Dr. **Bottoms**. Congressman, we still have questions regarding that, but it is our understanding that if an area school is in that geographical area that meets the criteria, such as you have in your State where the high school students go to that school part of the day and back to the feeder high school, that 25 percent of the money could, in fact, flow to that area school, but the money will be targeted on disadvantaged youth who meet the criteria of disadvantagement.

Mr. GOODLING. Based on the feeder school?

Dr. BOTTOMS. I am sorry, but I don't understand.

Mr. GOODLING. The targeting of the disadvantaged would be based on the feeder school?

Dr. BOTTOMS. It is my understanding that the specifications that the administration has would allow targeting on individuals who are disadvantaged who are in the area vocational school, as opposed to a school targeting, as long as that area school is in that geographical area. There are two ways gets served. One would be in the targeted school. The other would be a focus on the individual who is disadvantaged.

Mr. GOODLING. That is a question that will have to be answered because I don't really read it quite that way. For instance, we also have 14 school districts that feed into a vocational education school, and their entire experience is in the vocational education school. They don't go back to the individual schools.

I am assuming that if any of those 14 school districts did not have a school that qualified, then it would not matter if the student would be one of those targeted students. We could not serve him in the vocational education school, other than to come along with a discretionary fund which I said yesterday would appear to be insufficient to handle that problem.

Dr. BOTTOMS. If the area school is located in a targeted county, it is my understanding that we could.

Mr. GOODLING. The area vocational school?

Dr. BOTTOMS. Yes.

Mr. GOODLING. It would not matter what school district was sending the students?

Dr. BOTTOMS. As long as the individual meets the definition of disadvantagement.

Mr. GOODLING. I have a problem with your fourth statement on page 26. Congressman Miller also touched upon this. I don't like your approach, I guess, because you are talking about matching Federal funds with Federal funds.

I understand your problem, but I wonder whether it shouldn't be solved in the reauthorization of the vocational education, rather than through this legislation, because as I said it seems to me that you are matching Federal funds with Federal funds, somehow.

Dr. BOTTOMS. What we are asking for here is in terms of the vocational education law where they are serving disadvantaged youth. We are asking that that law be allowed to link with the CETA law in the same way that you are allowing the education phase of the administration proposal to link to the CETA law.

It is, in fact, calling for that match, but it is awfully difficult to explain to a local school board how, on the one hand, you can have 100-percent money for the disadvantaged, but under another program you will have to match the excess costs. So we are trying to get some parity, because you know what program the local school board is going to take.

Mr. GOODLING. If you take the total funding away, then you don't have that problem. [Laughter.]

I was very concerned with the usage of the term "public service jobs." I think we really want to be very careful about that. We really want to be talking about work experience when we are talking about children in school. We will get into all sorts of problems, it seems to me, if we dwell on public service jobs for, let us say, 14-, 15-, 16-, 17-year-old youth. So we had better be very careful.

I am also very concerned about the kind of training for counselors. There were several of you who were talking about the training. This has been a pet peeve of mine, the lack of training for counselors to counsel for the real work world, and not just future educational plans.

What are you doing to insure that the counseling is geared toward the real world of work, and the persons doing the counseling are properly experienced?

Dr. **Bottoms**. Congressman, in our testimony, one of the problems that we talked a great deal about was the kinds of on-the-job learning programs that link back to school, where you have a coordinator who works with a group of students over time in a great deal of depth. We feel that through that kind of program that individual can do an awful lot in terms of the counseling element with the group of students.

Certainly you have professional counseling as an element in schools, but the guidance and counseling element is one that each teacher has some responsibility for. Particularly in vocational education we feel that where an adult, like a co-op coordinator, works with a group of youth over a couple of years, arranges that jobsite learnings, links it back to school, spends time with him in related instruction, you can get the kind of intensive personal career counseling, particularly if the jobsite experience allow to be introduced a whole variety of work stations and settings. This is one way to intensify that kind of career counseling effort for youth.

Mr. **Goodling**. One of the problems that I have seen over the years is that the job counseling that should have been done before they got to the vocational education school was not because the counselor had not had any personal experience in providing that kind of counseling.

I noticed that somebody in their remarks was talking about the counseling effort, but I am not sure who it was. Would anybody like to respond?

Mr. **Schnieders**. I think the counseling effort is obviously the footing for whatever we are going to build here. It is one of the prime areas that needs to be addressed at as early an age as possible.

In Michigan we have the Michigan occupational information system that has helped the counselors to provide that direction.

The other system that we have employed is: In each one of our comprehensive high schools, we have identified a career guidance counselor. This is a specialist that deals with vocational direct job entry, postsecondary to a 4-year-degree level. They deal with the community college apprenticeship programs, and that sort. So we have a specialized career guidance counselor in those areas in the comprehensive high schools.

Mr. **Goodling**. One other question. How do you react to the idea of the individualized program for some of these disadvantaged youths? We got into a lot of trouble with the program that we sent out to elementary and secondary schools, primarily because the regulations came 2 months after the school year was started.

How do you react to handling some of the problems of the disadvantaged with an individualized program?

Ms. CASWELL. It would work especially with the youths who are disenchanted with the system and ready to drop out.

Mr. GOODLING. What about the out-of-school dropouts already?

Ms. CASWELL. Even more so. They have given up on the system. It has to be tailored to meet their needs, not to meet the needs of the system.

Mr. GOODLING. One last thing, the 10-percent discretionary fund—I believe that is the figure that the adminstration was throwing around. I think that that is too low. Would you like to react to that?

Dr. BOTTOMS. Congressman, it may very well be too low. We have not been able to get a set of the tables to take a look at how those funds will be distributed. Not until we can get those tables and study that can we really make a solid judgment.

There will be, as I understand it, an awful lot of disadvantaged youth left in many of the other counties. We would tend to think that that would need to be raised. We made no particular recommendation, and we did ask that the record be left open, so that when we receive the final detailed information, we can make judgments regarding that issue.

Mr. GOODLING. Thank you.

Chairman PERKINS. Mr. Williams.

Mr. WILLIAMS. Thank you, Mr. Chairman.

I want to apologize first for being an hour late this morning. I was working on youth unemployment down at the Interstate Commerce Commission this morning, trying to convince them not to allow the abandonment of the Milwaukee Road across the West. So we work on unemployment problems in various ways in this Congress.

I think all of us are distressed at the high unemployment for Americans, and particularly young Americans. It is, of course, very helpful for those of us who design legislation to know and to understand the distribution of unemployment. That is, does race affect unemployment; does geographic residence affect unemployment of young people; does a family's income level specifically affect it?

Another question to which I usually cannot find an answer is: What effect does education and a person's achievement level have on unemployment. Beyond that, looking just specifically at vocational education, what percent of your completers are unemployed; what percent of vocational student entrants complete the program by race, by income level, and by the other specific standards.

Those questions necessarily have to be answered, and I have not found the answers yet, before we can be sure that increasing programs or increasing dollars to vocational education will, in fact, take. If you have a high incidence of noncompleting Chicano students, then I suspect that pouring more dollars into the vocational schools may significantly increase the completion rates and perhaps the unemployment rates of white students or red students, but do nothing for Chicano students.

So I would appreciate either a written answer to those questions at a later time, or whatever verbal answers you can give now.

Dr. **Bottoms**. There is some documentation in the testimony, but we will get you the national data for those questions that we can answer.

Mr. **Williams**. I will appreciate that. Thank you.

Thank you, Mr. Chairman.

[Information referred to follows:]

Data Compiled by the U.S. Office of Education

Data compiled by the U.S. Office of Education provide aggregate figures that indicate the employment/unemployment rates of graduates of vocational education programs. (Refer to Table I.) Although this USOE statistical break-out is not recorded by race or income level, recent studies provide an indication of vocational education's "track record" in this arena.

For example, it is a well-documented fact that vocational education has played a major part in the schooling of the poor, of minorities and of individuals of lower scholastic ability. (Refer to Table II.) In addition, there is evidence to support the positive contribution of vocational education in equalizing income opportunities among ability groupings. (Refer to Table III.) It is noteworthy that data also supports the long-term income advantages of secondary vocational education graduates. (Refer to Table IV.) As was mentioned earlier, although national aggregate data for vocational education does not specifically reflect student completions by race or income level, the national longitudinal studies cited here affirm much more than cosmetic benefits to vocational education graduates across all races, socio-economic backgrounds and scholastic abilities.

TABLE I.—COMPLETION FIGURES AND PLACEMENT FIGURES FOR FISCAL YEAR 1978

	Number	Percent
All programs:		
Total completions	2,196,118	
Available for placement	1,197,055	
Placed full time	784,169	65.6
Other employment	284,178	23.7
Unemployed	128,708	10.7
Disadvantaged:		
Total completions	206,160	
Available for placement	117,272	
Placed full time	77,104	65.7
Other employment	26,011	22.1
Unemployed	14,157	12.0
Handicapped:		
Total completions	49,718	
Available for placement	28,762	
Placed full time	18,525	64.4
Other employment	6,333	22.0
Unemployed	3,904	13.5

TABLE II.—DISTRIBUTION OF 12TH GRADE HIGH SCHOOL POPULATION BY PROGRAM—THE DISTRIBUTION GROUPS STUDENTS BY SOCIOECONOMIC ORGIN OF PARENTS, SCHOLASTIC ABILITY, AND RACE

[In percent]

	Low socioeconomic origin, low scholastic ability		Low socioeconomic origin, aver. scholastic ability		Aver. socioeconomic origin, low scholastic ability		Aver. socioeconomic origin, aver. scholastic ability		Aver. socioeconomic origin, high scholastic ability		High socioeconomic origin, aver. scholastic ability		High socioeconomic origin, high scholastic ability	
	White	Black	White	Black	White	Black	White	Black	White	Black	White	Black	White	Black
General academic	50	60	50	55	53	58	37	42	21	26	24	29	1	6
College preparatory	0	0	19	6	14	1	43	30	72	59	67	54	99	85
Vocational	40	40	31	39	83	41	20	28	7	15	9	17	0	8

Source: National Longitudinal Survey of the Class of 1972, National Center for Education Statistics. Analysis by William G. Conroy, University of Lowell, Lowell, Mass.

TABLE III.—DIFFERENCES, BY ABILITY, IN AVERAGE EARNINGS DURING 1ST YEAR AFTER HIGH SCHOOL FOR 1972 MALE HIGH SCHOOL GRADUATES WHO DID NOT ATTEND COLLEGE

Scholastic ability	High school program	
	Vocational	Nonvocational
Low	$1,868	$1,481
Average	1,916	1,830
High	2,212	1,925

Note.—Average earnings are low because all graduates are included in the denominator. (All earnings in 1975 dollars.)

Source: National Longitudinal Survey of the Class of 1972, National Center for Education Statistics. Analysis by William G. Conroy, University of Lowell, Lowell, Mass.

TABLE IV.—AVERAGE ANNUAL EARNINGS FOR THE 5TH AND 11TH YEARS AFTER HIGH SCHOOL FOR 1960 HIGH SCHOOL GRADUATES, BY HIGH SCHOOL PROGRAM, APTITUDE, AND SEX

Aptitude	Did not attend college (high school program)				Attended college
	Vocational		Nonvocational		
	5th yr.	11th yr.	5th yr.	11th yr.	11th yr.
Male:					
Low	$3,440	$9,215	$4,389	$9,982	$10,088
Average	4,789	11,300	4,576	10,563	11,294
High	5,254	12,320	4,736	12,148	11,882
Female:					
Low	1,950	1,700	1,431	1,966	2,577
Average	1,990	1,808	1,861	1,402	3,165
High	2,549	2,300	1,909	1,805	3,783

Source: Project talent.

Mr. **Hawkins**. Mr. Buchanan.

Mr. **Buchanan**. Thank you, Mr. Chairman.

First, let me say that all of us in Alabama are very proud of Dr. Charles Payne, and of his leadership. I do believe that he is involved in a program that would be a good model for many places to follow.

Dr. Bottoms, I appreciate very much your very specific recommendations pertaining to the administration initiative. One of our small problems here is that we don't know what we are talking about. It may be frequently the case in the Congress, but in this instance it is specifically true. We don't have a copy of the bill.

We are all talking for or against and about legislation that we have not seen, and the specifics of which we have not had an opportunity to look at at all. Therefore, I appreciate your very specific recommendations, which certainly will receive the closest attention, I am sure, of this committee as we proceed with this initiative.

I am a little concerned about the record this morning because it does appear to me that there has been substantial change in vocational education in the United States since the 1973 act, and that there has been significant movement toward targeting on the areas of greatest need. Is that not the case?

Dr. **Bottoms**. That is true. Vocational education has historically and continues today to have the largest portion of its students coming from the lower one-half of the student body, and coming in increasing proportion from the lower socioeconomic level. This has been documented by all the national longitudinal studies that have been made on graduating seniors and graduating students from high school going back to 1960.

The overriding proportion of the students in the program comes from the lower socioeconomic level, and come from the lower one-half of the student body.

Mr. BUCHANAN. Of course, we have had population shifts. We have become, as we have come along in this society, more and more urban and industrial. More and more people concentrate in the cities, and less and less in the rural areas. But isn't it true that from the 1960's forward there has been a greater concentration of vocational education activity in urban areas?

It seems to me that it was substantially rural, let us say, prior to 1963.

Dr. BOTTOMS. Congressman, there are basically two areas—if you take the Nation as a whole you can find exceptions—where there are still major problems of accessibility. One is in the large inner cities. For various reasons, they have not had the capital investment. As you well know, in our part of the country, the Appalachia Regional Commission funds 80 percent and did a tremendous job in building that capacity in those depressed communities, and that has been true in other depressed communities.

There are pockets of rural areas in this Nation, there are some in the South and other areas that one can identify where there is not accessibility to comprehensive and adequate programs for vocational preparation. It simply is not there. But progress has been made, if you go back to the 1960's, in all the communities.

Mr. BUCHANAN. I will say it another way. If there was an area of neglect prior to the passage of the Federal legislation, it tended to be in the urban setting more than in the rural setting. It seems to me that the work of vocational education has been strengthened there since the passage of the Federal legislation. I hope that that is correct. If not, we have spent a lot of money not accomplishing something, which is another thing that we sometimes do around here.

I will personally give very close attention to your recommendations.

Dr. Payne, we will look forward to taking a harder look at what you are doing, and ways that we can help to make it available to more people and on a wider scale in our country.

Thank you.

Mr. HAWKINS. Thank you, Dr. Bottoms, and your panel members. The Chair regrets that he was called away, and cannot be present. I know that you have testified before the other subcommittee many times, and it is very good to have you back again before this subcommittee.

Thank you, gentlemen.

The next panel will consist of Dr. Robert Wood, superintendent of Boston Public Schools; Ms. Virginia Rockwell, vice president of the Denver Board of Education; Mr. Milton Bins, senior associate of the Council of Great City Schools; and Mr. Sam Husk, executive director of the Council of Great City Schools.

Lady and gentlemen, we welcome you as the next panel. I will ask you to make your remarks in the order in which you were introduced, beginning with Dr. Robert Wood.

STATEMENT OF SAM HUSK, EXECUTIVE DIRECTOR, COUNCIL OF GREAT CITY SCHOOLS

Mr. Husk. Mr. Chairman, if we might divert a little bit from that schedule. If I could just give a brief overview of the organization of the Council of Great City Schools, which is comprised of the 28 major urban school districts in the Nation.

On behalf of that council, I would like to thank the chairman, Mr. Goodling, members of the committee, and Mr. Hawkins for the opportunity to testify on the President's youth program.

As Secretary Hufstedler stated yesterday, this proposal has been in the making for the past year. The administration has been very cooperative with all those who have a stake or an interest in seeing something done about chronic youth unemployment. They have done this at every step of their policy development.

There are some of us in the education community who have differences with some details and some ambiguities of the legislation and the legislative specifications, but on the whole we are extremely supportive of the proposal and urge consideration and passage of the youth employment initiative in time for budget and appropriation action this spring, to support a planning effort beginning in the fall, and operation of the program of youth employment the following year.

Mr. Hawkins, we are encouraged with the quick response of this committee to address this proposal, even though it was late in coming. As a matter of fact, it has not yet arrived as far as the legislation.

We feel that the series of committee hearings on secondary education over the past several weeks have cast a backdrop that makes this discussion especially helpful. You have all heard that schools need to be the focus of educational improvement. Teachers need to be extensively involved in planning for improvement. Principals need to have responsibility for program implementation. Superintendents and boards of education must provide administrative and policy support and leadership. All have to be truly committed to the improvements desired. You have heard that all segments of the community must be involved in this process. This legislative proposal contains these components.

In our written testimony, we attempt to describe the crisis for youth and employment opportunities in the major cities. We relate the experience that our school systems have had with the 22-percent set-aside under title IV of the Comprehensive Employment and Training Act. We conclude that the title IV inschool programs and other school initiatives are the prototypes and points of departure for inschool youth employment programs.

What we have learned from these programs so far, what we have learned from title I of the Elementary and Secondary Education Act, and what we have learned from occupational and vocational education programs, and what we have learned from the thousands of successful local initiatives, must be shaped into effective local educational response to youth unemployment problems.

We have specific recommendations included in our testimony on the last page.

Mr. Chairman, I am pleased to have with me as a panel Dr. Robert Wood, superintendent of schools in Boston; Virginia Rockwell, vice president of the board of education in Denver; and Milton Bins, a senior associate for communications at the Council of Great City Schools. I would like to give a little backdrop as to the experience of these witnesses.

Mr. Bins is a former teacher at Hyde Park High School in Chicago. He taught there for about 7 or 8 years. He was a textbook salesman, and then adviser to the president of Harcourt, Brace & Jovanovich. He was also a special assistant to the Chairman of the Equal Employment Opportunity Commission. Last year he was the director of our own council's youth employment policy and technical assistance project, where we looked at the 22-percent set-aside funds in each of our cities.

Virginia Rockwell emerged into the school board setting in Denver at the time of the implementation of their desegregation order. In fact, Virginia tells me that she was one of the fundraisers to bring the action against the school district, a fact that some people remind her of from time to time.

Virginia, in addition to being extremely active in our organization, the Council of Great City Schools, also is on the National School Boards Association's Steering Committee of Large Urban School Districts. She is chairperson of the Denver Board of Education's intergovernmental affairs.

Dr. Wood, as you all must know, in a prior life was Under Secretary and Secretary of Housing and Urban Development in the late 1960's. He was president of the University of Massachusetts in the 1970's. He is now, with a little bit of luck, the superintendent of the Boston Public Schools for the 1980's. Dr. Wood is also the chairperson of our organization's policy committee.

Each of the panelists is going to make a very brief statement, and then we will get into questions and answering those questions that you have. We will start with Mr. Bins, and then go to Ms. Rockwell, and conclude with Dr. Wood.

[Prepared statement of Sam Husk follows:]

PREPARED STATEMENT OF SAM HUSK ON BEHALF OF THE COUNCIL OF THE GREAT CITY SCHOOLS

The Council of the Great City Schools is an organization comprised of 28 of the nation's largest urban school systems. On its Board sit the Superintendent and one Board of Education member from each district, making the Council the only national organization so constituted and the only education coalition whose membership is solely urban.

The Council and its member districts serve nearly 5 million young people, 30% of whom are below nationally-set poverty limits and 75% of whom are minorities. Over the past twenty-four years, the Council has maintained its goal of improving education in the urban schools and has expanded its membership from 10 cities in the northeast to its present 28 located in every region of the country.

In this testimony we would like to highlight some of the characteristics of youth joblessness and describe how a national youth employment policy might address them. The Council of the Great City Schools strongly backs and will vigorously support the Administration's initiative on youth employment. The President and his Administration are to be commended for the wide-ranging proposals they have formulated and for their commitment to solving one of our nation's most serious domestic problems. The proposed Youth Act of 1980 contains the major educational and labor ingredients to alleviate unemployment at its core. The problem's continuation has remained a serious blight on the egalitarian principles of our society.

The Committee on Education and Labor under the leadership of Chairman Carl Perkins is to be commended for its speedy response to this proposed legislation and for its long history of progress on employment for youth through vocational education and manpower development programs. We hope that the President's proposal tempered by the Committee's experience and education will be the hallmark legislation of the 1980's as the Elementary and Secondary Education Act was the touchstone of federal education programs in the 60's and 70's.

Historical Backdrop and Federal Involvement:

It has only been within this century that the goal of public education became more than the teaching of basic skills. Before 1900, schooling was seldom seen as a preparation for jobs, but was viewed as an acculturation and training process for a small elite proportion of the nation's children. Increasing industrialization, urbanization, child labor laws, and immigration in the early 1900's pushed such groups as the National Society for the Promotion of Industrial Education to form in 1906 to advocate school reforms on the models of industrial efficiency. The growing clamor for a wider-based mechanism for public education led President Theodore Roosevelt in his 1907 State of the Union address to condemn schooling that was not directly tied to the work place. In the meanwhile, the first vocational training centers were being opened in Boston in conjunction with the YMCA; and it was the presence of vocational education that gave the nation the needed rationale for passing compulsory attendance mandates and expanding the numbers of secondary schools (which opened at a rate of one a day between 1890 and 1920). The success of these early vocational programs and the pressure from a wide range of educational, labor, business and philanthropic groups resulted in the passage of the landmark Smith-Hughes Act in 1917. The Act, one of the first federal responses to a national educational-labor crisis, was designed to assist in integrating youth more smoothly into the economy and to expand the breadth of work opportunities. Moreso than any other piece of federal legislation, Smith-Hughes literally shaped the structure of public secondary schooling. The year after its passage, the NEA published an influential report that underscored the importance of the shifting climate in support of vocational education. It was both Congress and the vocational education movement, then, that responded to the extremely significant social pressures of the time. And the result of that early work has had a compelling influence on how high schools look today.

After Smith-Hughes, the federal government responded to a number of other major youth education and work problems with appropriate legislative and policy measures. The U.S. Army's famous Alpha studies were initiated in World War I to address the nation's need to match the millions of inscriptees with available military jobs. The program provided the basis for the important individual-to-job matching approach to education, personnel and jobs that has lasted to the present day. The Depression of the late 1920's and 1930's saw a host of federal initiatives to address the jobs issue, including the Wagner-Peyser Act of 1933. The significance of the legislation for youth was that it provided the first national attempt at forecasting occupational trends. The Dictionary of Occupational Titles developed because of Wagner-Peyser is still used widely in the nation's schools and employment offices. The second World War saw personnel and jobs problems similar to that in the first War, except that this time the government responded with a number of more sophisticated testing programs built on the then emerging trait-factor philosophy in moving available people into jobs most suited to the presumed personality characteristics of the individuals.

In the 1930's began two additional trends that were encouraged by the federal government. The first was the maturing of the American guidance movement, which was in the process of placing counselors in many of the nation's high schools. The second was largely the result of the Sputnik "crisis". The Congress responded with the NDEA, moving more of the country's youth talents into the scientific and technological fields demanded by changing priorities in space exploration. The results of the NDEA are still felt today in the educational emphasis on technology and the remnants of the many guidance centers that were initiated at the time. The 1960's ushered in an entirely new decade in education-work legislation. The passage of the Career Education Act, the Vocational Education Act and the Elementary and Secondary Education Act were all signs of increasing sensitivity to school-job transition issues and to the civil rights demands of the day. The Council is particularly proud of its involvement in and contribution to these measures. Initially formed as a research organization designed to address urban vocational education problems, the Council prepared one of the major background reports for President Kennedy that helped form the basis for the Vocational Education Act of 1963.

The 1970's saw an additional piece of federal legislation enacted to help address the serious economic recession of the time: CETA. Title IV of that legislation was designed to provide disadvantaged youth with job training, literacy skills and social services through a combined school system - prime sponsor effort. It is this new program and the proposals offered by the Administration which form our best hope for reducing the youth unemployment problem as we understand it today.

There are a number of conclusions to be drawn and lessons to be learned from the kinds of efforts the federal government has undertaken over the years. The first is that, whether it is wanted or not, federal policies and program decisions have a significant impact on education practice at the local level.

This impact is important in that Congress and other entities within the government are able to respond effectively to social need. This is evident in Smith-Hughes, when the needs involved immigrants, urbanization, vocational education, compulsory attendance and child labor; in Wagner-Peyser when needs included the ability to predict job trends and place individuals into available employment slots; in NDEA with the need for a technologically trained citizenry; in ESEA with achievement needs of poor students; and in CETA with the need to address the problems of the structurally unemployed. The fact that the Congress can respond with effective programming is both laudable and useful. It is exactly this kind of effectiveness and impact that is needed now with the current youth employment picture.

The second lesson involves how we think about our domestic ills. Although each new educational and employment crisis has brought needed federal legislation the work of the Congress was not done in an ahistorical vacuum. That is, each new era not only saw new problems but brought new ways of thinking and understanding about old ones. We no longer see the youth employment problem as a lack in the number of secondary schools, for instance, or as a failure to match personalities with job types. Nor do we see civil rights and achievement problems as offshoots of cultural deprivation. But a number of flaws remain in how employment problems are considered and how programs are ultimately formed.

The federal government does not typically think of the schools, especially the urban ones, as an avenue to address employment problems. In fact, many see the city schools more as the problem than as the solution. It is widely claimed by employers that city youth are not hired because they lack adequate basic skills. The Council's own work in the area of minimum competency testing indicates, however, that achievement scores in the urban districts have either held steady or increased over the last five years. The result of the perception at the federal level that city schools are not up to the task of education is a movement away from relying on their know-how in addressing social problems like employment. Instead of focusing federal resources on improving this know-how, the federal government has often looked to other institutions to develop the basic skills of youth. Because the city schools are strapped financially they are unable to serve fully the neediest of youth but are later faulted for that lack of service and have additional funds withdrawn.

There are currently three federal programs that are on the books that are related to youth employment issues: Title I (ESEA), vocational education and YETP. Title I is a program that has been in existence since 1965 and provides about $3.0b for compensatory education. Despite the usefulness and extensiveness of the program, it remains a remedial effort at the elementary school level focused on only the most severe education disadvantages. Its funds are scattered widely across 14,000 school systems and its regulations often result in classroom training that is totally separated from the mainstream of school life. Vocational education, as has been indicated, is the oldest of the federal programs but in many ways remains the most conceptually stagnate. Its funds continue to be spread in a per child basis throughout the nation and its focus remains on student placements. Because of this emphasis the most "job ready" youth are the ones chosen for vocational education slots while the neediest of teens fall through the cracks to become our unemployed. Vocational Education is focused in grades 11-12 for the most part, a point at which most of the "high risk" youth have already left school. While the program is picking up more and more black youth in the cities, the reason has more to do with coincidental demographic changes in urban areas than a basic shift in program emphasis. The final program, YETP, is the youngest and smallest but the best targeted and most flexible. A first year's evaluation of the program by the Manpower Demonstration Research Corporation indicates high success with marginal students. The small size, however, has resulted in its not being given the priority at the local level it deserves. Following is a description of how this program works in the urban districts and what lessons it teaches for LEA's, CBO's, business and prime sponsor cooperation.

What is apparent is that the youth unemployment problem is nowhere near being adequately addressed by these three federal programs. The youth unemployment problem-especially for minorities-has grown worse since their enactment. Title I and vocational education in particular have their own valid rationales and are to be applauded for their efficacy over the years. But their structures are incapable of dealing with the nature of the new problem as it occurs in our cities and poor rural areas. In large measure, youth unemployment exists independently of these credible federal efforts. The problem is not like it used to be; it will require a federal commitment apart from past programs while being informed by them. There is a rare and quite splendid opportunity at hand to design a program that is structured on the problem per se while it learns from the successes and failures of the other three federal efforts.

Characteristics of The Youth Problem:

Despite the long history of youth development efforts at the federal level, it has only been within the last several years that we have been able to sketch the general parameters of the employment problem. What has emerged from the data gathering is a striking picture of a most serious social phenomenon.

The Labor Department estimates that about one in six 14-19 year olds is unemployed. This figure is deceiving, however, because youth unemployment is not evenly distributed across the population. Factors of race, gender, residence, income and education relate significantly to unemployment rates. In fact, the Labor Department estimates that about one-fifth of all unemployed youth can be found in just nine cities: New York, Chicago, Detroit, Philadelphia, Cleveland, Washington, Baltimore, Milwaukee, and St. Louis. What makes the urban situation so critical is that all of those factors are present in the cities in extreme numbers and concentrations.

Race is by far the most haunting dimension of the youth unemployment problem. While the unemployment rate for white youth is 15%, that for Hispanics is near 22% and for blacks approximately 40%. The disparity has grown wider over the last few years. The unemployment rate for non-white teenagers has increased from approximately double that of white teenagers in 1965 to about three times the white rate in 1979. This growing disparity is more disturbing when one overlays it with commonly held assumptions concerning the progress of black citizens over the last two to three decades. In the mid-1950's the unemployment rates of white and black youth were roughly equivalent, today the labor force participation of blacks is but 75% of whites. Just fifteen years ago the non-white labor participation rate was about 40% and the white rate was approximately 47%; in 1977 the non-white rate was 38% and the corresponding white rate was near 60%. Blacks have lost ground in the struggle for jobs on every front. In cold statistical terms, the situation for black youth has become about three times more serious over the last twenty-five years than it has for white youth. These conclusions are both discouraging and ugly.

Over the last two decades jobs have been created for youth, although in limited numbers. What seems to have happened, however, is that a disproportionate share of those jobs have gone to white youth. The small decline in youth unemployment (5%) over the last three years is accounted for almost entirely by new jobs for whites. Expansion of the youth labor market will not be a solution for the structurally unemployed if the new slots go to those less in need.

Although central to explaining the pattern of youth unemployment, race is but one of the factors contributing to the joblessness. Gender also determines who gets what jobs. It is a variable in the youth employment equation that is largely overlooked. Females, as adult workers, remain concentrated at the lower occupational positions. In 1950, 76% of all working women were employed in the sales and clerical fields; in 1976 the percentage had only declined to 73%. Females in the 16-19 age category have continued to show a lower labor force participation rate than males. Joblessness among female youth not only affects their sense of personal worth as adult laborers but also impacts on their children and their future. The Census Bureau estimates that approximately 40% of all families with female heads residing in the central cities fall below the nationally-set poverty limits.

The third factor (outside of area of residence) that bears on the youth employment question is income. The burden of joblessness is not distributed evenly but is concentrated on those groups and individuals whose financial resources were not extensive in the first place. Three years ago, the Rockefeller Foundation's "Conference on Youth Unemployment" reported that the percentage of unemployed youth from families below the poverty line was three times higher for non-whites than whites. The report goes on to state that poverty in black families was 90% higher when the children were unemployed than when they were not. The Labor Department has documented that nearly 15% of black youths working below minimum wage levels were the primary wage-earners for their families. Income is a factor that understandably works in combination with those of race, gender and education. It is both cause and effect in a rather intricate web of structural unemployment.

The final factor instructive to understanding youth unemployment is education. Jobs come harder for those who have either dropped out of school or have not developed adequate skills. The chances of a dropout being unemployed is about 25% and increases to 33%, if one has just left school. The unemployment rate for recent non-white school dropouts is now at 50%. High school graduation reduces the chances of unemployment by half for both black and white youths. But even education cannot totally eliminate the effects of racial discrimination. Even when blacks finish their secondary schooling, their chances of being unemployed are high. In fact, non-whites with one-to-three years of college have higher rates of unemployment (23.2%) than whites who have dropped out of high school (20.5%). What this says is that education has become a primary mechanism for whites to move from the category of the unemployed but less so for blacks. This is not to argue for the insignificance of schooling but to highlight the need for schools to be joined by other community support structures and institutions in building job opportunities.

Again, the point at which all these factors converge is in the cities, themselves suffering problems in the last twenty years that only act to worsen the situation for their youth. Although there are recent signs of a resurgence, the economic base of the cities has significantly eroded. Between 1960 and 1970 over 800,000 jobs were eliminated in just 15 of the largest urban centers in the northeast according to a 1977 report by the House Committee on Banking, Finance and Urban Affairs. In those same cities another 1.4 million jobs were lost to suburban residents. During the 1960-1975 period the central cities lost nearly 10.5 million people while their surrounding suburbs gained almost 14.0m residents. The cities are now populated with citizens whose revenue generating capacity is greatly below that of years past. The Census Bureau reports that there was an increase of approximately 1.5m poor people in the central cities between 1969 and 1976, despite the national decrease in the numbers of such people. The per capita income in the central cities is now below that of the suburbs according to the Urban Institute and the gap is widening. The result of these factors is higher unemployment in the cities, higher municipal service costs, and higher individual taxation.

What presents itself is a problem that is located in an area least able to cope with it. The weight of the combined demographic and residential factors is a situation where a young black person living in the poverty section of a central city has three times the chances of being unemployed as his white cohort in the suburbs.

The significance of the picture we have painted was articulated by Eli Ginzberg in a 1977 article in Scientific American. Working from the assumption that the goal of total national employment is too ambitious, Mr. Ginzberg advocates that federal legislation be built on two related principles. The first states that, given limited resources, federal employment programs should be flexible enough to allow innovation and experimentation at the local level, so that knowledge is gained over how to translate national goals into accomplishments. We will have more to say on this issue in the next section of this testimony. The second principle is related directly to the characteristics of the problem itself. Because of the combined weight of discrimination, low family income, education and residence; young minorities and females in the cities are concentrated at the end of the job queue. Since it cannot or will-not find jobs for all, the responsibility of the federal government is to identify and help those least equipped to find and hold jobs.

What this signifies for federal legislation is simple: the national response should be as concentrated as the problem. The situation is at its most serious in the cities and in poor rural areas. In the limited number of cities on which the Department of Labor has data, the rate of unemployment is 25% to 100% greater in the urban center than in the balance of the SMSA. While the largest cities have 29.2% of the 16-24 year old population; they have 60.4% of the unemployed blacks in that age group, 52% of the unemployed hispanics and 25.6% of the unemployed whites. The ratio of white employed 16-19 year olds to total white 16-19 year olds is highest in the suburbs but lowest in the cities and rural areas. The parallel ratic of black employed 16-19 year olds to total black 16-19 year olds is lowest in the cities but highest in the suburbs.

The evidence showing how prevalent unemployment is in the cities is simply too persuasive to ignore. It is in the cities where the issue is most stubborn and where it has defied solution for so long. In a period when added attention is being given to the extent of federal spending, new priority should be attached to efforts focusing national programs directly on needy areas. This is as true for the education component of the Administration's proposal as it is for the labor.

Urban School Employment Programs

The Congress recognized that the youth unemployment problem could be only partially explained by cyclical fluctuations in the economy and that the high rates of joblessness were better explained by youth labor-market and school-to-work transition factors. To begin addressing these issues, the Youth Employment and Demonstration Project Act (YEDPA) was passed in 1977 as an amendment to the Comprehensive Employment and Training Act. The new Act (YEDPA) was designed to improve the employability of young people by coordinating school and work experience through career exploration, counseling services, academic tutoring and on-the-job training.

Under Title IV (Part A, Subpart 3) of the newly reauthorized CETA programs, 22% of the basic YETP monies were to be used for programs for in-school youth--according to local agreements between the CETA Prime Sponsor and the school systems. The design and intent of the legislation were focused on improving linkages among CBO's, prime sponsors and LEA's, thereby taking advantage of the resources and expertise held by each. It was this sense of coordination between manpower and education groups that provided the promise that the structural unemployment problem among city youth might finally be lessened.

The following is a summary of the kinds of efforts our school systems are making with funds under Title IV (Part A,3) of CETA and highlights some of the lessons these programs have for the education legislation that is now proposed by the Administration.

Council staff spent much of the 1978-79 school year traveling the country observing the implementation of the first year of the in-school programs under the YEDPA of 1977. The variety of projects they found is testimony to the fact that decentralized program decision-making elicits efforts more finely-tuned to local needs.

Los Angeles, for instance, has integrated its YETP project into a work-experience program that has been in operation since 1942. The program provides extensive classroom work and individual guidance services to about 600 students, most of whom are hispanic or handicapped physically or mentally. Participants work 15 hours per week in public and non-profit agencies earning wages and academic credit. Baltimore uses part of its funding for its Harbor City Learning Center, a facility providing part-time work and career exploration to 550 students who have been identified as having poor attendance, low grades and a high chance of dropping out of school. Four off-campus mini-schools offer accredited courses in career clusters for dropouts; and academic instruction is offered in the fields of health, business, communications or community service is alternated with related public-sector work experience in two-week intervals.

In Pittsburgh, the youth employment programs in the schools are designed for the severely alienated student with no prior vocational training or experience. The 500 participants are provided with 12 hours of closely supervised work experience, one hour of group counseling and two hours of classroom training in social and job related skills on a weekly basis for five months. Participants receive a minimum wage and academic credit for class, counseling and work; and are placed in a part-time job in the private sector with continued counseling support. Chicago's program provides a mix of private-for-profit, private non-profit and public sector placements at a range of skill levels. Most of the participating students have the opportunity to observe and participate in the activities of a private sector firm and receive group counseling sessions by teachers and counselors in the home schools. Students are expected to leave their training experience with a specific set of skills that have been agreed upon with the employers.

The Minneapolis program provides a very unique example of school-business - CBO cooperation. That school system offers an in-school program of work experience and career education in its high schools. The program's 900 participants work eight to eleven hours each week at public and non-profit work sites. Two hours weekly they attend a class which emphasizes life skills, applicant guidance and job relations and field experience in the private sector. In addition, the Minneapolis schools sub-contract with eight CBO's to provide out-of-school services for 125 participants. The CBO's provide work experience for 20 hours each week in public and private sector worksites. An approved plan of academic instruction is developed for each participant, who may take classes at a CBO alternative school, vocational school or community college. The school system reviews each CBO's classroom curriculum and recognizes work experience and class credits toward a GED or high school diploma.

In Detroit, the Board of Education subcontracts with Chrysler Learning, Inc. to provide its students a comprehensive program of group counseling and career development. The program addresses self-awareness, career exploration, problem-solving, decision-making and career planning. The 225 participants work at public sector job sites five hours a week and attend Chrysler classes for another five. The rest of the week is spent on remedial classroom work in basic skills.

Despite the diversity of these and other programs under the 22% set-aside, some generalizations can be offered. In nearly all of the programs traditional work experience is complimented by some mix of counseling and classroom services designed to develop participant "job readiness". Assistance is provided to students in improving self-concept, motivation, and interpersonal skills; developing awareness of the social requisites associated with success in school and work; examining the relation of education and work; exploring occupational options; and beginning personal and career planning.

The design of these in-school programs depends in large measure upon the clientele in need. Where schools and prime sponsors have attempted to reach special populations -- the drop-out [illegible]ne, junior high students, the handicapped, or the bilingual -- counseling and curricular services tend to concentrate primarily on the developmental, motivational, and social needs of students; YETP became a pre-employment experience. Where, however, income eligibility requirements constitute the only restriction to program participation, the programs tend to serve a population considerably more "job ready", including numbers of vocational and college-bound students. The experiences that the programs provided in these cases extended into the realm of pre-professional internships, and in some instances to sets of graded or sequential services.

The determination of who among the eligible students is to enroll in the programs depends on a number of variables. A specific concern on the part of the prime sponsors or LEA administrators involved with running the program often resulted in the selection of a particular target population and the establishment of appropriate outreach services. In those school systems where career education plays a vital role, efforts are generally made to involve younger students. Community interest may be directly reflected in program planning, particularly in the area of services for the bilingual; community pressure in some cases inhibited targeting efforts beyond the minimum income restrictions embodied in the law. The presence of an entitlement program like those operating in the schools generally relieved the worst of the pressure to provide jobs in specific areas for particular groups of students, and thus allowed for the development of more enriched services for specific needy populations.

In total, the twenty eight major urban districts received about $17m in funding in 1978-79 under the set-aside and served about 17,100 young people. (See Chart 1). The following section highlights some of the lessons learned from running these programs that might be of aid to the Subcommittee in considering both the education and labor components of the Administration's proposal.

Urban School Program Priorities and Principles:

In the course of the Council's work in the area of youth employment, we have arrived at a number of general conclusions about what seems to work and not work. We think our findings have some bearing on the Administration's proposals, especially in the education area (Title II):

DEPARTMENT OF LABOR
YOUTH EMPLOYMENT AND SUMMER EMPLOYMENT
ALLOCATIONS
TO THE GREAT CITY SCHOOL DISTRICTS

	(1) What % of the YETP money did you receive for the in-school program?	(2) The $ amount you received for the in-school YETP program?	(3) How many students are you presently serving with your in-school program?
ATLANTA	22%	330,[illegible]0.00	240
BALTIMORE	80%	1,809,[illegible]0.00	945
BOSTON	22%	352,[illegible]18.20	100
BUFFALO	22%	384,[illegible]75.00	2,520
CHICAGO	22%	1,400,000.00	625
CLEVELAND			
DADE COUNTY	22%	1,070,844.00	235
DALLAS	22%	300,000.00	106 Winter Term plus 130 Spring
DENVER	11%	136,821.00	150
DETROIT	20%	972,227.00	225
LOS ANGELES	32%	1,477,302.00	625
MEMPHIS		660,000.00	210
MILWAUKEE	22%	444,165.00	235
MINNEAPOLIS (a)	100%	455,000.00	500
NASHVILLE	30%	133,965.00	40
NEW ORLEANS	22%	742,434.00	2,500
NEW YORK	22%	3,670,000.00	2,100
NORFOLK	27%	215,000.00	150
OAKLAND	35%	316,000.00	130
PHILADELPHIA	22%	346,361.00	340
PITTSBURGH	42%	625,000.00	440
PORTLAND	33%	338,762.00	519
SAN FRANCISCO (b)	0%**	0$**	776 slots 1231 actually served
ST. LOUIS	none	none	none
SEATTLE	20%	577,494.00	400 FTE/746 Actual
TOLEDO		90,000.00	1,189
WASHINGTON	22%	102,817.00	605

(a) Minneapolis - Has $260,000 of Title I funds for in-school programs.
(b) San Francisco - Received $794,721 from CETA Title II, which was equal to and in lieu of the 22% of YETP.
o Data for items 1-6 apply to school year 1978-79

	(5) The $ amount of money you received for your out-of-school YETP program?	(6) How many students are you serving with your out-of school program?	(7) The $ amount of money you received for your SPEDY program for the summer of 1978?
ATLANTA	none	none	624,241.00
BALTIMORE	20,000.00	100	6,710,000.00
BOSTON	no program	no program	0
BUFFALO	no program	no program	154,270.00
CHICAGO	no program	no program	5,500,000.00
CLEVELAND			
DADE COUNTY	no program	no program	1,097,182.00
DALLAS	no program	no program	206,000.00
DENVER	no information	no info	
DETROIT	no program	no program	2,024,506.00
LOS ANGELES			822,694.00
MEMPHIS			
MILWAUKEE	no program	no program	2,100,000.00
MINNEAPOLIS	410,000.00	150	1,581,000.00
NASHVILLE	138,897.00		
NEW ORLEANS	no program	no program	0
NEW YORK	260,000.00	150	516,000.00
NORFOLK	no program	no program	115,219.00
OAKLAND	0	0	2,423,176.00
PHILADELPHIA	1,617.00	323	2,116,000.00
PITTSBURGH	no program	no program	2,290,000.00
PORTLAND	677,347.00	814	1,212,000.00
SAN FRANCISCO	0	0	3,174,916.00
ST. LOUIS	no program	no program	none
SEATTLE	no program	no program	512,334.00
TOLEDO	no program	no program	0
WASHINGTON, D.C.	2,214.00	52	1,028,027.00

1.) Program planning: Although the YEDPA was signed into law in the summer of 1977, implementation of its programs did not begin until the following Spring. The lack of adequate information as the intent of the program and the desire to begin services quickly resulted in rather hasty planning on the part of schools and prime sponsors, two groups whose contacts with each other had been limited. Instead, many of the early program plans were based on the school's past experience with programs like Neighborhood Youth Corps, summer jobs and vocational education. The youth employment programs in the cities are now in their second year and are showing greater signs of maturity.

What the first year's effort pointed to was the need for some extended planning period in which local schools could think, plan, consult and design. The history of other large programs like Title I, ESEA, indicate that such a planning period before implementation would have been beneficial. The Council, then, is in support of the Administration's proposal for an initial planning year funded at $50m. Our only serious concern is that the program itself will be shoved off until the 1981-82 school year, despite the immediacy of the current problem.

2.) Concentrated funding: We indicated in the second section of this testimony that a great deal was known about where youth unemployment is concentrated. It is clear that the joblessness is at its most severe in the cities among poor blacks. The bulk of the program's resources should be focused on exactly this populace in the urban areas. In addition, it is these same urban districts that suffer from revenue problems. The costs of education tend to be about 15-20% higher in urban districts due to higher teacher salaries and other labor costs. Teacher salaries, for instance, are about 23% higher in the big city school systems than the national average. Finally, the NIE Title I studies (1977) have shown that individual children from low income families in the cities--where poverty is the most concentrated--tend to achieve less well than children from similar families in less poverty-dense areas. As a school's level of poverty increases, educational need not only increases but increases disproportionately.

It is difficult to tell from the wording of the Administration's proposal how targeted the funding will be. Our understanding is that it will be very similar to the Title I Concentration program that yields about 35% of its funds to Council member districts (See Chart 2). The best data from the SIE reports indicate that our cities have between 30-35% of all 5-17 year old poor in the country as of 1975. And about 75% of our enrollments are from non-white minority groups, the very groups whose unemployment is so high. Our best estimate is that at least 30% of all unemployed young people are in our cities.

What the 35% of concentration funding does is to reimburse cities on a per child basis, with limited recognition of the extra costs associated with educating them. In addition, the Orshansky data that are proposed for use in the Title II formula underestimates the extent of poverty in the cities by about 20%, because of the increases in the numbers of urban poor children since 1970 (see chart 3) that are not counted. The Council is strongly supporting a concentrated funding mechanism in the new youth bill, but stresses that it is a very conservative distributor of program resources.

3.) State role: Our reading of the Administration's Title II proposal is that 1.5% of the funds allocated to a state will be used for providing technical assistance, for monitoring, evaluation, auditing and compliance enforcement. This state role is similar to that now in existence with federal programs like Title I, PL 94-142 and vocational education. Urban districts will be monitored once a year and will have a variety of data (e.g. absentee rates, achievement scores, dropouts) gathered from their files by the SEA's.

Chart 2
Degree of Program Targeting
% of Funds to Council Districts Under Various Programs

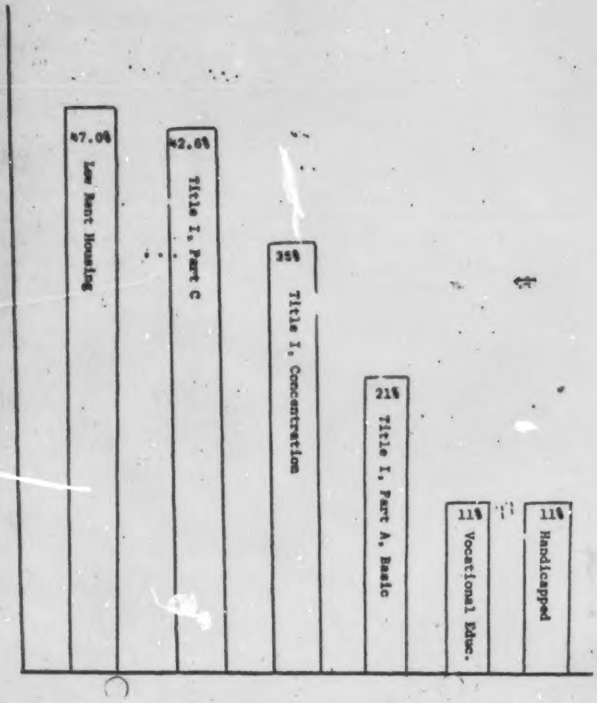
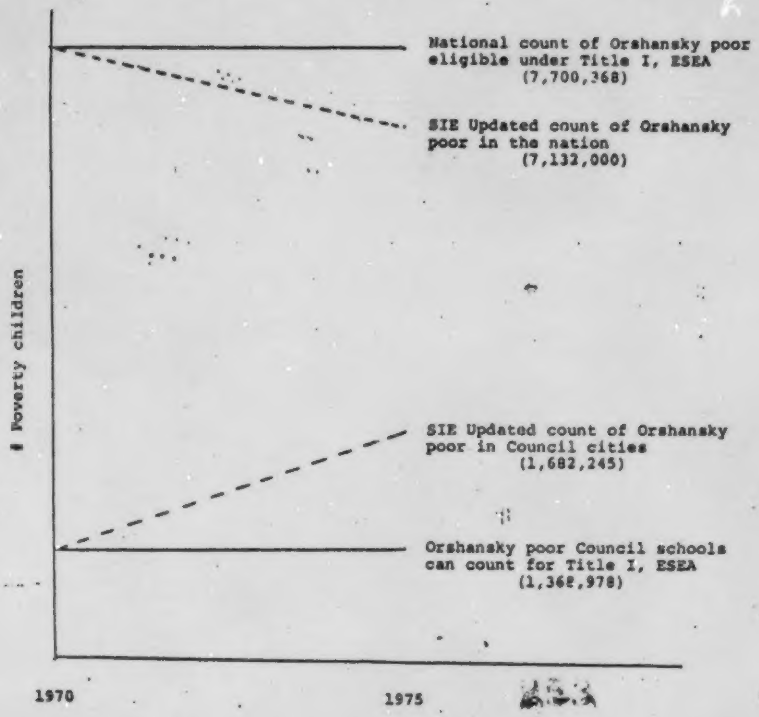


Chart 3
Poverty Counts in Council Districts



This data gathering procedure is difficult to defend. The SEA would presumably use the figures to determine whether or not an LEA is fulfilling its responsibility to ensure program effectiveness. But data of the kind specified in the Administration's proposal suffer from a number of technical vagaries that lower their reliability. Besides, variables like achievement scores are influenced by a host of factors, some of which are within the control of schools and some of which are not (with or without this program). Finally, this requirement puts an additional administrative burden on the local schools. The Council would urge dropping this specific requirement.

In addition to the issue of data gathering, the Council would like to question the advisability of SEA technical assistance on programs where the states have not the experience possessed by the locals. The urban districts have been operating joint LEA/prime sponsor -education/labor programs for a number of years now without state assistance. We are not asserting here that state T.A. is not valuable in some programs but that there is little reason for such assistance where the urban districts have become so experienced. The Council supports SEA TA for balance-of-state operations, but would recommend either national or regional TA centers designed specifically for urban districts or for sufficient latitude in the law to allow the cities to provide TA to one another with program funds. The urban schools have been advising one another on their education-jobs programs for two years now on an informal basis. This effective locally-based TA has been supported by local funds but has revolved around a very small federal program. Now that the program is enlarging, it seems advisable to build on that expertise by allowing formal locally-based TA from program funds. To do this, the Council recommends a 5% local set-aside for TA, training, evaluation and administration.

We would like to share with the Subcommittee the results of a survey the Council recently conducted on local needs for T.A. (The numbers in each cell represent urban school districts):

TECHNICAL ASSISTANCE NEEDS ASSESSMENT
YOUTH EMPLOYMENT ASSISTANCE PROJECT

SUMMARY OF RESPONSES

	Program Strength	Could use Assistance	Not a Concern
O Have obtained the support of key school administrators	22	2	-
O Have obtained the support of local educational policy makers	20	-	2
O Have obtained the support of other local and state policy makers	12	5	5
O Have an effective relationship with prime sponsor	16	7	-
O Have developed good working relationship with community based organizations (CBO's)	10	9	2
O Have established programmatic relationship with community college and/or other technical schools	6	8	9
O Have been able to obtain business involvement and support	12	2	4
O Have developed job sites in the private sector	8	8	6
O Have developed sites in public sector outside of the school system	19	-	3
O Have been able to obtain union involvement and support	7	11	5
O Have been able to enroll physically and mentally handicapped students	10	9	2
O Have been successful in developing a bilingual component	9	7	8
O Have designed cervices for the involvement of low academic achievers	20	4	1
O Have been successful integrating YETP project with other school programs, e.g. vocational education, co-op education, career education, work experience, etc.	17	7	1

Summary cont.

	Program Strength	Could use Assistance	Not a Concern
O Have been able to place junior high schools aged enrollees (14-15 year olds) in productive learning situations	12	7	5
O Have developed program offerings for unwed mothers	11	4	10
O Have been able to place ex-offenders	9	6	11
O Have established effective recruitment and intake procedures	20	1	1
O Have established a curriculum development effort	16	3	6
O Have incorporated staff development component	15	5	3
O Have been successful in developing quality enrollee work-sites	2	5	1
O Have instituted an evaluation procedure and/or established follow-up activities for enrollees	3	12	-
O Have implemented enrollee post-program placement activities	6	15	1

The results of the survey point to two conclusions. One, the needs that the districts have with education-employment programs are both highly specialized and locally based. That is, the programs are becoming sufficiently sophisticated as to require not general assistance but aid in particular fields like post-program placements and follow-up activities. The second conclusion that might be drawn involves the ability of the districts to help themselves. Nearly all of the technical assistance that was provided and which resulted in the program strengths listed above was done so from one urban school district to another, at local expense. Particular attention should be paid to how any new TA system is established.

4.) Advisory Councils: The Administration's proposal contains requirements for two sets of advisory councils. The first is an Education-Work Council to be established at the district level and appointed by the Superintendent. The second is a building level council, the members of which are selected by the principal. Although the wording of the proposals are general, there is enough specification to raise some warning signals. In particular, the Council has concerns over the appointment process and the council's authority. We strongly endorse their existence but a great deal of Title I history can be drawn upon that indicates that councils are extremely cumbersome and expensive to administer. The new bill asks that the district council be appointed from ten specified groups according to yet to be determined procedures. One third of the members are to come from the prime-sponsor, one third from the LEA and one third by the PIC, the sum of whom are to be representative of the sex and minority composition of the service area and still contain members of other advisory councils. The building level councils are to be chosen in a similar manner. We support the notion that these groups be representative of the community and that they contain a diversity of community groups, but would urge the Congress not to write legislation that is prescriptive or restrictive. In large districts, the selection process must be flexible. Furthermore, the authority of the local school board to approve the nature and manner of advisory councils is completely ignored in the administration's proposal.

The second area of concern involves the authority of these councils. The wording of the Administration's proposals indicate that the role of the councils is not advisory, as it is under most federal programs, but is decision-oriented. That is, the councils appear to have veto power over a district's or a school's plan. Our own experience with the advisory councils under YETP indicates that their present advisory role is a sufficient system of checks and balances at the local level. The entitlement nature of the program is often sufficent to lock services into a specific population. A sign-off authority by both councils and the prime sponsor would tip the authority for the program away from the schools even though they will be held accountable for service results.

5.) Selection of Participating Schools: The Administration's proposals recommend a series of often complicated procedures for choosing which schools are eligible to participate in the program. Three areas in particular are of concern to the Council: The ranking procedure, the minimum school grant and the number of schools funded. The proposal asks that the district rank its schools on the basis of poverty, a procedure similar to that done under Title I. However, additional language is present that indicates eligibility for schools which have over 75% of its students below the 25th percentile on a standardized achievement test. Besides the fact that almost no schools fall within this category, the presence of this criterion simply adds complexity to an already complicated procedure for deciding on which schools are eligible. Moreover, the nature of achievement testing does not always permit valid decision-making like that recommended by the Administration. The second area of concern involves minimum grants to individual school buildings. The proposal calls for a minimum grant of $25,000 or "30% of the state per pupil expenditure times the number of students enrolled either who are counted from poverty families or from those below the 25th percentile in basic skills." The needless complexity of this leads us to recommend a flat $25,000 grant per school.

The third area of concern involves the number of eligible schools chosen to participate in the program. The proposal calls for about half the number of schools submitting plans to actually receive program funding. What this means is that the superintendent and his/her administration will be placed in a position of having to choose amongst competing poor schools, a decision that is politically impossible to make. We would recommend instead that any school which received planning monies and submitted an acceptable building plan to the LEA be allowed to receive actual program funds. In addition, the proposal limits the number of schools eligible for planning funds to one half of the 7-12 grade schools in the district. The poorer urban districts often have schools, however, below this 50% limit that are significantly needier than those above the limit in wealthier areas. The Council would recommend dropping this 50% eligibility cut-off and substituting for it language simply urging districts to target their program on schools that have a substantial problem. Here, as elsewhere in this initiative, we urge the greatest degree of local flexibility in program design. (A clarification of the term "desegregated by income level" is also advisable, in that its meaning is both ambiguous and administratively frightening).

6.) School Wide Programs: One of the more administratively cumbersome features of Title I, ESEA, involves school-wide programs, an area that bears on district programs under the Administration's initiative because of the use of poverty data in selecting schools. Because of the high costs of compensatory efforts in urban districts, the Council would urge that program funds be permitted to be used throughout an eligible high-poverty school rather than just for "program eligible students." The benefits rest not only in the financial savings in the local district but in discouraging pullout programs that isolate children from the mainstream of school life. The NIE Title I evaluation studies, the 15,000 Hours Study (conducted in the Inner City high schools in London) and research by Ron Edmonds in New York all point to the detrimental academic and social effects of such pullout efforts. We would urge that they be guarded against in this new program. In school buildings with substantially less low income and low achieving students, however, programs may need to be more student specific.

7.) Vocational education: The Administration has also recommended a number of stipulations in the area of vocational education. The Council favors a 25% set-aside for local vocational education programs. For years, funding of vocational education in the city schools has been insufficient to meet student training needs, to upgrade existing staff, facilities and equipment and to address current market conditions. Language in the Vocational Education Act of 1976 specifies funding support for areas of "high unemployment" but until last year the Federal government had failed to ensure funds to meet that target. Urban areas continue to receive funds on roughly a per capita basis with little regard for differentials in unemployment rates. According to AVA figures, nearly 23% of the youth population is located in central cities with populations in excess of 500,000, but only 8.1% of the nation's secondary and post secondary vocational education institutions are located in these areas. The large city schools continue to be funded at about 11% of the national vocational education state-grant appropriation, despite having at least 30% of the country's unemployed young people.

The Council does not deny the potential impact of vocational education. It does have serious concerns if additional concentrations of federal vocational funds for large city programs--especially those controlled by local policymakers and encompassing the ideas and concerns of the urban community--are made subject to formal approval by a body quite removed from those concerns. The creation of a state approval process over a locally-based effort will serve to complicate and befuddle local programs. Many of the Council's districts find vocational education attractive but would rather leave decisions on programs and expenditures at the local level.

8.) Local autonomy: The central lesson learned by the urban schools in operating the YETP effort over the last two years is that there is a need for both decentralization and administrative flexibility. The youth programs that the Council has seen, for the most part, operated in special quarters and were staffed with personnel hired solely with program funds. From such a centralized base, program staff usually developed and monitored program work sites and provided classroom instruction and counseling to students throughout the district. Contact with regular LEA personnel was often irregular and the program often made its impact only on students, without substantially altering how the schools operated. Decentralized YETP programs, on the other hand, usually worked to coordinate activities of staff based in individual schools. Most often the program staff in this decentralized arrangement was comprised of regular guidance and teaching personnel hired on a part-time basis, after-hours basis or donated as in-kind contribution by the schools. The advantages of the decentralized model are several: one, services can be concentrated, enriched, and more closely tailored to the academic, personal, and occupational needs of the individual student. The proximity of the program's counselors and teachers to the students allow closer coordination of services on his/her behalf. But most significantly, the involvement of regular school personnel in the delivery of services ensured an informal, but imminently practical form of staff development. The more frequently school-based personnel engaged themselves in the basic skills and employment needs of project students, the more likely they were to incorporate those concerns in their work with regular non-project students. The Council, then, supports efforts by the Administration to decentralize the program. We would urge, however, that credence be given these informal local efforts by not insisting that more formal structures be developed.

The most significant lesson learned from YETP involved the merit of local flexibility in program design. As it was exercised under YETP, this flexibility was a major program strength. Hence, consideration of the new Youth Act should result in as few federal policy directives and regulations as possible. We return to the first principle advocated by Eli Ginzberg in discussing new federal employment program efforts: innovation. Because our knowledge of the problem and how to solve it is limited, the federal government owes itself the opportunity to learn as much about how local governments solve problems as possible. And, local governments deserve the opportunity to design programs that take into account their own idiosyncracies. What this means is federal legislation that is designed around the problem and not locked into traditional delivery systems. School boards, superintendents, principals and teachers in the urban schools should finally be given the opportunity, the responsibility, and the resources to develop an educational response to the youth employment problem.

* * * * *

Why is it then that this program is needed? The reasons in short are twofold: one, the problem--especially for minority youth--is growing more serious; and two, the current federal programs to address the problem are either inadequately targeted, too small or too piecemeal. The challenge for the Congress, at this point, is to build a program that focuses on what we know of the problem, using what we have learned from the operation of other national efforts like Title I, vocational education and YETP. This does not mean a duplication of or tinkering with those programs. It means a rethinking about how services are delivered and for what reason. The Council supports the legislation that the Administration has attempted to formulate. This proposed legislation is not and should not be turned into a simple extension of Title I and vocation education. In a country as well endowed as ours, there is no good reason to deny minority and other underserved youth the opportunity to work. Without a greater commitment to the solution of this problem, youth joblessness will continue to be more of an indicator of social pathology than a statistical blip in the demography of the young.

Summary of Major Council Recommendations

1. A funding mechanism that targets program funds at least as closely as that under the Title I concentration program.
2. Establishment of a national urban technical assistance center to monitor and evaluate city programs.
3. Dropping the specific data-gathering requirement of the SEA's.
4. Retain one-year planning period funded at $50m.
5. Latitude within the law for cities to provide TA to one another with program funds, or a 5% local set-aside for TA, training, evaluation, and administration.
6. Flexibility in the exact selection process of district level and building level advisory councils.
7. Dropping the sign-off authority of district and building level advisory councils.
8. Dropping 75% of enrollment below 25th percentile for eligibility requirement.
9. Provide a simple $25,000 grant guarantee to each participating school.
10. Permit any school receiving planning funds and which submitted an acceptable plan to the district to receive program funding.
11. Drop the 50% of schools limit on the number of schools within a district that can receive planning funds.
12. Permit the funding of school-wide projects from program funds in high poverty schools.
13. Eliminate state 25% earmark for vocational education.
14. Synchronize the planning calenders for LEAs and CETA prime sponsors to assist program coordination at local level.

STATEMENT OF MILTON BINS, SENIOR ASSOCIATE, COUNCIL OF GREAT CITY SCHOOLS

Mr. BINS. My statement will be somewhat general. I will leave the particulars for the question period.

Mr. Hawkins, members of the committee, I believe that once again confronting and challenging what I consider the basic decency and compassion of the U.S. Congress, the President, and the American people, and most of all the educators in the great cities and other communities in our Nation.

I sincerely believe we are again in the things that come around, and come around. We are facing Lyndon Johnson again, this time in the presence of our youth, and addressing some very serious human problems in our society.

I think that we have learned a great deal from past efforts to tackle this problem. I think the present legislation poses some opportunities that will not come again perhaps for the rest of this century if we do not seize the particular time at this moment.

During the past year, we have observed and documented youth employment program activities in 28 great city school districts. The findings and recommendations are included in the documents submitted with our testimony. I encourage your close examination and review of those reports. Thank you.

Mr. HAWKINS. Thank you, Mr. Bins.

Ms. Rockwell.

STATEMENT OF VIRGINIA ROCKWELL, VICE PRESIDENT, DENVER BOARD OF EDUCATION

Ms. ROCKWELL. I represent a school district that has some 63,000 pupils, 21 percent are black, 31.6 percent are Hispanic, and 43 percent are Anglo. We have approximately 5,000 pupils who are receiving special services; 2,400 are non- or limited-English speakers in special language courses. Fourteen percent of our students are welfare recipients; 22 percent qualify for free or reduced lunch services.

We provide vocational and work experience programs throughout the district at the secondary level, and at two special centers which students attend on a part-time basis. We also operate a number of alternative centers for students who have not succeeded in traditional settings, with a heavy emphasis on basic literacy and job skills.

As Mr. Husk mentioned, we have been desegregated since 1974 by Federal court order, the first such order outside the South since the 1954 *Brown* decision.

At the same time, our percentage of college-bound students of 56 percent has not changed since 1960. Our test scores have risen to above national averages, and the number of students in college level courses has doubled since 1960. All those achievements do not come without a price tag.

Our 1980 gross budget is $226 million—63 percent from property taxes and other local sources; 24 percent from the State of Colorado; and 10 percent from the Federal Government. Our cost per child is over $2,400.

This is a broad brush overview of a big city school district, smaller than some perhaps, but typical of the challenges faced by urban educators who are attempting to meet special needs of a diversified population in the cities these days.

We commend the administration and the Congress for their recognition of the continued severity of unemployment among disadvantaged urban youth, particularly minority youth, and the need to address the problem with concentrated, cooperative local resources.

Although the youth unemployment rate has gone down 5 percent in the past 3 years, black and Hispanic unemployment rates have not dropped. The problem is compounded further by the increased sophistication of the marketplace.

In 1950, 66 percent of the jobs in the United States required a high school diploma. In 1970, the figure was 91 percent. The responsibility of the public schools is to provide students with an educational foundation of attitudes, skills, and knowledge on which productive lives can be built.

A student taught only busboy skills is not receiving an education for employability. It is this distinction between education and training that provides the unique role of the public school, which I believe that this group is here to address this morning.

We cannot in the public school system create jobs, choose what type of employment a student may prefer, and ameliorate all the personal, family, and social factors that contribute to job success or failure. These are areas where the responsibility lies with other institutions, and will require the acceptance of responsibility by business, local government, and community-based organizations if we are to attack the youth unemployment problem successfully.

I am here to tell you this morning that we, as school board members, applaud the concern you have expressed in the legislation, and in the initiative. But I also want to express some of mine as one of the policymakers at the local level.

The need is urgent, indeed critical. The legislative concept is sound. Money is targeted to areas of greatest need, and cooperation is encouraged among school districts, and public and public local resources. But it will not succeed if it is imposed from Washington by yet another bureaucracy, without permitting local school districts to use their experience and expertise in education for long-term employability skills.

It will fail if the concept is narrowed to specific vocational training for entry level job skills for segregated groups of youth whose needs are identified solely on the basis of family income. The needs and ability of these youth are as varied as any group, and they deserve as wide a range of role models and choices as can be provided to all students.

The public schools cannot do the job alone, but allow us to draw on our own knowledge at the local level to create the cooperative model best suited to our own communities. Relatonships between city governments and school districts are not the same in Denver, in Baltimore, in Los Angeles, or in Jacksonville.

Our experience in Denver, for example, with the CETA program, to put it in the most kindly fashion, has been negative and was prematurely terminated. With experienced personnel from local government, and mutual support, it could have had a positive impact on the unemployed youth in our city.

Do not add to the cost of the program, and divert the funds away from the targeted population by mandating elaborate superstructures with new advisory councils and individual school management requirements. Many communities already have effective local advisory councils, and there is no need to form new ones.

Some school districts operate with school site budgeting and decentralized management. Many do not, and Denver is one of them. Permit us the flexibility to choose and design a delivery system appropriate to our own community.

In conclusion, I urge you not to raise the expectations of those most in need, and then bury them in turf battles between departments of the Federal Government and local units of government. We in the public schools of this Nation have had all the experience we need in mandated and underfunded programs which eat into our local budget at the expense of regular programs, and still fail to meet the needs or correct the abuses which well-meaning lawmakers intended.

Thank you.

[Prepared statement of Virginia Rockwell follows:]

Prepared Statement of Virginia Rockwell, Vice President, Denver Board of Education

GOOD MORNING, MR. PERKINS AND MEMBERS OF THE COMMITTEE. I APPRECIATE THE OPPORTUNITY TO COME BEFORE YOU THIS MORNING.

MY NAME IS VIRGINIA ROCKWELL. I AM VICE-PRESIDENT OF THE BOARD OF EDUCATION, SCHOOL DISTRICT NO. 1, IN DENVER, COLORADO. THE DENVER SCHOOL DISTRICT IS ONE OF THE 28 MEMBER SCHOOL DISTRICTS OF THE COUNCIL OF GREAT CITY SCHOOLS. WE ARE ALSO MEMBERS OF THE COUNCIL OF URBAN BOARDS OF EDUCATION OF THE NATIONAL SCHOOL BOARDS ASSOCIATION, AND I AM A MEMBER OF THE STEERING COMMITTEE OF THAT GROUP.

I REPRESENT A SCHOOL DISTRICT WITH SOME 63,000 PUPILS. 22.1% OF THEM ARE BLACK, 31.6% ARE HISPANIC, AND 43.1% ARE ANGLO. APROXIMATELY 5,000 PUPILS ARE RECEIVING SPECIAL EDUCATION SERVICES; 2,400 ARE NON- OR LIMITED-ENGLISH SPEAKERS AND ARE ENROLLED IN SPECIAL LANGUAGE COURSES.

FOURTEEN PERCENT OF OUR STUDENTS ARE WELFARE RECIPIENTS AND ARE ENROLLED IN TITLE I PROGRAMS. WE PROVIDE VOCATIONAL EDUCATION AND WORK EXPERIENCE PROGRAMS THROUGHOUT THE DISTRICT AT THE SECONDARY LEVEL AND AT TWO SPECIAL CENTERS WHICH STUDENTS ATTEND ON A PART-TIME BASIS. WE ALSO OPERATE A NUMBER OF ALTERNATIVE CENTERS FOR STUDENTS WHO HAVE NOT SUCCEEDED IN TRADITIONAL SETTINGS, WHICH HAVE A HEAVY EMPHASIS ON BASIC LITERACY AND JOB SKILLS. WE HAVE BEEN DESEGREGATED SINCE 1974 BY FEDERAL COURT ORDER, THE FIRST SUCH ORDER OUTSIDE THE SOUTH SINCE THE 1954 BROWN DECISION.

AT THE SAME TIME, OUR PERCENTAGE OF COLLEGE-BOUND STUDENTS--56%--HAS NOT CHANGED SINCE 1960. OUR TEST SCORES HAVE RISEN TO ABOVE NATIONAL AVERAGES, AND THE NUMBER OF STUDENTS ACHIEVING IN COLLEGE LEVEL COURSES HAS DOUBLED SINCE 1960. THOSE ACHIEVEMENTS DO NOT COME WITHOUT A PRICE TAG. OUR 1980 GROSS BUDGET IS $226 MILLION--63.6% FROM PROPERTY TAXES AND OTHER LOCAL SOURCES, 26.4% FROM THE STATE OF COLORADO, AND 10.0% FROM THE FEDERAL GOVERNMENT. OUR COST PER CHILD IS $2,471.00. ALTHOUGH THE SCHOOL DISTRICT AND THE CITY GOVERNMENT SHARE THE SAME BOUNDARIES, AND WE MAIL OUR TAX BILLS IN THE SAME ENVELOPE, WE ARE INDEPENDENT OF THE CITY GOVERNMENT, WITH AN INDEPENDENT TAXING AUTHORITY.

THE FACTS AND FIGURES I HAVE JUST PRESENTED ARE A BROAD BRUSH OVERVIEW OF A BIG CITY SCHOOL DISTRICT, SMALLER THAN SOME, BUT TYPICAL OF THE CHALLENGES FACED BY URBAN EDUCATORS WHO ARE ATTEMPTING TO MEET THE SPECIAL NEEDS OF DIVERSIFIED POPULATIONS.

WE COMMEND THE ADMINISTRATION AND THE CONGRESS FOR THEIR RECOGNITION OF THE CONTINUING SEVERITY OF UNEMPLOYMENT AMONG DISADVANTAGED URBAN YOUTH--PARTICULARLY MINORITY YOUTH--AND THE NEED TO ADDRESS THE PROBLEM WITH CONCENTRATED, COOPERATIVE LOCAL RESOURCES. WHILE THE YOUTH UNEMPLOYMENT RATE HAS GONE DOWN 5% IN THE PAST THREE YEARS, THE BLACK TEENAGE UNEMPLOYMENT RATE HAS REMAINED CONSTANT AT APPROXIMATELY 37%, AND THE RATE AMONG HISPANIC YOUTH AT 23%. MOST STATISTICIANS BELIEVE THE RATES ARE ACTUALLY HIGHER BECAUSE OF REPORTING SYSTEMS. THE PROBLEM IS COMPOUNDED BY THE INCREASED SOPHISTICATION AND COMPLEXITY OF THE MARKET PLACE. IN 1950, 66% OF THE JOBS IN THE UNITED STATES REQUIRED A HIGH SCHOOL DIPLOMA; IN 1970, THE FIGURE WAS 91%.

THE RESPONSIBILITY OF THE PUBLIC SCHOOLS IS TO PROVIDE STUDENTS WITH AN EDUCATIONAL FOUNDATION OF ATTITUDES, INTELLECTUAL SKILLS, AND SUBSTANTIVE KNOWLEDGE UPON WHICH PRODUCTIVE LIVES CAN BE BUILT. THE SCHOOLS HAVE NOT SUCCEEDED IF THEY PROVIDE A STUDENT WITH THE MINIMUM JOB SKILLS TO FIND A FIRST JOB, BUT NOT THE CAPABILITY TO STAY

EMPLOYED. THE SCHOOLS EDUCATE FOR A LIFE THAT INCLUDES OBTAINING THE FIRST JOB AND SUCCEEDING IN IT OR USING THE EXPERIENCE GAINED FROM IT AS THE BASIS ON WHICH TO DECIDE TO DO SOMETHING ELSE.

THE MAJOR CRITICISM OF THE PUBLIC SCHOOLS IS THE LACK OF DIFFERENT STRATEGIES AND SETTINGS THAT MAKE LEARNING POSSIBLE FOR SOME YOUTHS. THE PROVISION OF THESE SETTINGS AND STRATEGIES IS COSTLY. THE COST FACTORS ARE VISIBLE EVEN WHEN EDUCATION SERVICES ARE PROVIDED OUTSIDE THE ADMINISTRATION OF THE PUBLIC SCHOOL. A REVIEW OF CETA ALTERNATIVE SCHOOLS, TOUTED AS THE EDUCATIONAL ANSWER FOR DISADVANTAGED YOUTH, INDICATES THAT WHAT THEY PROVIDE IS A CHANGE IN SETTINGS AND A CHANGE IN THE LEARNING STRATEGIES FROM THOSE TYPICALLY EMPLOYED BY THE PUBLIC SCHOOLS. INTERESTINGLY, MANY ALTERNATIVE SCHOOLS, TO ENSURE QUALITY, HIRE TEACHERS WHO MEET CERTIFICATION STANDARDS. THE ONLY SIGNIFICANT DIFFERENCE IN ADDITION TO THE DIFFERENCE IN THE SETTING IS THAT THE ALTERNATIVE SCHOOLS QUITE OFTEN HAVE FUNDS EQUIVALENT TO TWICE THE PER-PUPIL EXPENDITURE AVAILABLE TO THE PUBLIC SCHOOLS.

THE OBJECTIVE OF THE PUBLIC SCHOOLS IS AN EDUCATION FOR EMPLOYABILITY RATHER THAN THE MORE NARROW GOAL OF TRAINING FOR A FIRST JOB. A STUDENT TAUGHT ONLY AUTO MECHANICS IS NOT RECEIVING AN EDUCATION FOR EMPLOYABILITY. IT IS THIS DISTINCTION BETWEEN EDUCATION AND TRAINING THAT PROVIDES THE RULE FOR THE UNIQUE ROLE OF THE PUBLIC SCHOOL IN ADDRESSING THE ISSUE OF YOUTH UNEMPLOYMENT. THE ROLE OF THE SCHOOLS CANNOT BE TO EMPLOY YOUTHS. NEITHER CAN THE SCHOOLS BE HELD TOTALLY ACCOUNTABLE FOR WHETHER THEIR YOUTHS ARE EMPLOYED.

THE SCHOOLS CAN EDUCATE SO THAT YOUTHS ARE EMPLOYABLE. ON THE OTHER HAND, SCHOOLS CANNOT: 1) CREATE JOBS IN THE COMMUNITY, 2) CHOOSE FOR THE STUDENT WHAT TYPE OF EMPLOYMENT HE/SHE PREFERS, AND 3) AMELIORATE ALL THE PERSONAL, FAMILY, AND SOCIAL FACTORS THAT CONTRIBUTE TO JOB SUCCESS OR FAILURE. THESE ARE AREAS IN WHICH THE CHIEF RESPONSIBILITY LIES WITH OTHER SOCIAL INSTITUTIONS. WITHOUT THE ACCEPTANCE OF RESPONSIBILITY BY LOCAL BUSINESS, LOCAL GOVERNMENT AND COMMUNITY-BASED ORGANIZATIONS, THERE WILL CONTINUE TO BE HIGH RATES OF YOUTH UNEMPLOYMENT AND SEVERE INEQUITIES AMONG THE GROUPS WHO ARE EMPLOYED, REGARDLESS OF THE EFFECTIVENESS OF THE PUBLIC SCHOOL.

OF COURSE THE OPPOSITE ALSO IS TRUE. SCHOOLS THAT ARE INEPT OR WHOSE LEADERS FAIL TO UNDERSTAND THE EDUCATIONAL ROLE ARE INEFFECTIVE IN ADDRESSING THE EDUCATION NEEDS OF THESE YOUTHS; THUS, THEY ALSO NURTURE THE SITUATION INEVITABLY LEADING TO FUTURE UNEMPLOYMENT.

THE FOLLOWING FACTORS ARE ESSENTIAL IF THE PUBLIC SCHOOLS ARE TO BE SUCCESSFUL IN EDUCATING DISADVANTAGED YOUTHS FOR EMPLOYMENT.

(1) A VARIETY OF LEARNING STRATEGIES AND SETTINGS MUST BE AVAILABLE TO THE PUBLIC SCHOOLS IN ADDITION TO TRADITIONAL SETTINGS. AMONG THE STRATEGIES SHOULD BE THE CAPABILITY TO OFFER THE STUDENT WORK EXPERIENCE AND ON-THE-JOB TRAINING. THE TRAINING IN THESE JOB-RELATED SETTINGS MUST ALSO INCLUDE LITERACY SKILLS, SUBSTANTIVE KNOWLEDGE, AND ATTITUDES. ESTABLISHING ALTERNATIVE STRATEGIES WITHIN A SCHOOL WILL REQUIRE CURRICULUM PLANNING, ALTERNATIVE FACILITIES, ORGANIZATION TIME FOR ESTABLISHING COORDINATION WITH OUTSIDE GROUPS, AND LOWERED TEACHER-STUDENT RATIOS. THE TEACHING OF JOB SKILLS HAS A PLACE IN THE EDUCATIONAL PROGRAM, BUT IF SPECIFIC JOB TRAINING PROGRAMS SUPPLANT THE STUDENT'S OPPORTUNITY TO ATTAIN GENERAL

LITERACY, JOB SKILL TRAINING COULD BE DYSFUNCTIONAL AT THE ELEMENTARY AND SECONDARY LEVELS. THIS IS NOT TO DENY A ROLE FOR SPECIFIC PROGRAMS WITH EDUCATIONAL GOALS NO BROADER THAN JOB TRAINING. THIS ROLE IS APPROPRIATE WITHIN POST-SECONDARY EDUCATION WHERE STUDENTS CAN EXERCISE CHOICE.

(2) EDUCATION PROFESSIONALS MUST BE CAPABLE OF (a) CHOOSING STRATEGIES FOR PARTICULAR STUDENT NEEDS, (b) TEACHING NECESSARY LITERACY SKILLS, AND (c) TEACHING IN JOB-RELATED SETTINGS. SUCH PROFESSIONALS WILL NEED TO BE IDENTIFIED, AND IN MANY CASES, SCHOOLED FOR THESE RESPONSIBILITIES.

(3) THE SCHOOL WILL REQUIRE SUPPLEMENTAL AID AND COOPERATION FROM THE COMMUNITY. IN ADDITION TO THE OUT-OF-SCHOOL SERVICES TO KEEP THE SEGMENT OF THE POPULATION MOST LIKELY TO BE UNEMPLOYED IN SCHOOL (CHILD CARE, MEDICAL CARE, ETC.), THE SCHOOL WILL REQUIRE JOB SETTINGS IN LOCAL BUSINESS AND INDUSTRY FOR STUDENTS WHO NEED THESE LEARNING ENVIRONMENTS.

RESOURCES WILL NEED TO BE FOUND TO PROVIDE A NEW KIND OF TEACHER, AN EXPANDED NUMBER OF EDUCATIONAL SETTINGS AND STRATEGIES, AS WELL AS A CLOSER COOPERATION WITH LOCAL GOVERNMENT, BUSINESS AND COMMUNITY GROUPS THAN CURRENTLY ENCOURAGED BY THE EXISTING CETA LEGISLATIVE POLICY.

I AM HERE THIS MORNING TO APPLAUD YOUR CONCERNS, AND TO EXPRESS SOME OF MINE AS ONE OF THE POLICY-MAKERS AT THE LOCAL LEVEL. THE NEED IS URGENT--INDEED, CRITICAL--AND THE LEGISLATIVE CONCEPT IS SOUND; MONIES ARE TARGETED TO THE AREA OF GREATEST NEED, AND COOPERATION IS ENCOURAGED AMONG SCHOOL DISTRICTS AND PUBLIC AND PRIVATE LOCAL RESOURCES. BUT IT WILL NOT SUCCEED IF IT IS IMPOSED FROM WASHINGTON BY YET ANOTHER BUREAUCRACY WITHOUT PERMITTING LOCAL SCHOOL DISTRICTS TO USE THEIR EXPERIENCE AND EXPERTISE IN EDUCATION FOR LONG-TERM EMPLOYABILITY SKILLS. IT WILL NOT SUCCEED IF THE CONCEPT IS NARROWED TO SPECIFIC VOCATIONAL TRAINING FOR ENTRY LEVEL JOB SKILLS FOR SEGREGATED GROUPS OF YOUTH WHOSE NEEDS ARE IDENTIFIED SOLELY ON THE BASIS OF FAMILY INCOME. THE NEEDS AND ABILITIES OF THESE YOUTH ARE AS VARIED AS ANY GROUP. THEY DESERVE AS WIDE A RANGE OF ROLE MODELS AND CHOICES AS CAN BE PROVIDED TO ALL STUDENTS.

THE PUBLIC SCHOOLS CANNOT DO THE JOB ALONE, AND CANNOT ASSUME THE RESPONSIBILITY FOR THE EDUCATION OF ALL OUT-OF-SCHOOL YOUTH WITHOUT A FUNDAMENTAL CHANGE IN THE SYSTEM. BUT, ALLOW US TO DRAW ON OUR OWN KNOWLEDGE AT THE LOCAL LEVEL TO CREATE THE COOPERATIVE MODEL

BEST SUITED TO OUR OWN COMMUNITIES. RELATIONSHIPS BETWEEN CITY GOVERNMENTS AND SCHOOL DISTRICTS ARE NOT THE SAME IN DENVER, IN BALTIMORE, IN LOS ANGELES, AND IN JACKSONVILLE. OUR EXPERIENCE IN DENVER, FOR EXAMPLE, WITH THE CETA PROGRAM--TO PUT IT KINDLY--HAS BEEN NEGATIVE. WITH EXPERIENCED PERSONNEL FROM LOCAL GOVERNMENT, AND MUTUAL COOPERATION, IT COULD HAVE BEEN OTHERWISE.

DO NOT ADD TO THE COST OF THE PROGRAM AND DIVERT THE FUNDS AWAY FROM THE TARGETED POPULATIONS BY MANDATING ELABORATE SUPER STRUCTURES WITH NEW ADVISORY COUNCILS AND INDIVIDUAL SCHOOL MANAGEMENT REQUIREMENTS. MANY COMMUNITIES ALREADY HAVE EFFECTIVE LOCAL ADVISORY COUNCILS REPRESENTING EMPLOYERS, JOB SEEKERS AND EDUCATORS, AND THERE IS NO NEED TO FORM NEW ONES. MANY SCHOOL DISTRICTS OPERATE WITH SCHOOL SITE BUDGETING AND DECENTRALIZED MANAGEMENT; OURS, FOR INSTANCE, DOES NOT. ALLOW US THE FLEXIBILITY TO CHOOSE THE MOST EFFECTIVE DELIVERY SYSTEM.

IN CONCLUSION, I ASK YOU, DO NOT RAISE THE EXPECTATIONS OF THOSE MOST IN NEED AND THEN DASH THEM IN TURF BATTLES BETWEEN DEPARTMENTS OF THE FEDERAL GOVERNMENT OR LOCAL UNITS OF GOVERNMENT. WE IN THE PUBLIC SCHOOLS

OF THIS NATION HAVE HAD ALL THE EXPERIENCE WE NEED IN MANDATED AND UNFUNDED PROGRAMS WHICH EAT INTO OUR LOCAL BUDGETS AT THE EXPENSE OF REGULAR PROGRAMS AND STILL FAIL TO MEET THE NEEDS OR CORRECT THE ABUSES WHICH WELL-MEANING LAWMAKERS INTENDED.

THANK YOU.

Mr. HAWKINS. Dr. Wood.

STATEMENT OF ROBERT WOOD, SUPERINTENDENT, BOSTON PUBLIC SCHOOLS

Dr. WOOD. Mr. Chairman, it is a pleasure to return to this committee, and to testify again. It has been a particular pleasure to have the opportunity to listen to prior testimony and some of the issues that the committee members have raised in their inquiries, and which I want to take into focus in some of my remarks.

As Mr. Husk indicated, I speak today as the chairman of the Policy Committee of the Council of Great City Schools, and as the superintendent of the Boston public schools, an old and proud system, the oldest in the Nation, established in 1635.

For the last 5 years, Mr. Chairman, we have been intent on the restoration of our tradition, after almost a generation of strife. We have been recipient of important Federal aid and Federal support as we undertake to emerge intact from 5 years of court-ordered desegregation.

In my view, Mr. Chairman, looking back over the last decade, this is perhaps the most important piece of legislation that this committee has had the opportunity to review, for it joins together the world of work and the world of learning, again, in systematic, coherent, and sensible ways. It places responsibility and accountability where it belongs, at the local level.

Mr. Chairman, that union once existed in the public schools, and as far as that union was concerned those who have had the joy of reading Theodore White's "In Search of History" can catch a sense of it.

He wrote of his immediate school, the Christopher Gibson, in the late 1920's,

> Vocational and book learning were taught in the same building. I can still tell a rip-saw from a cross-cut saw by what was taught to me by a lady carpenter teacher, Ms. Sprague, in the fourth grade. I can still wire lamps in series or in parallels, insulate or install switches by what was taught to me in the fifth grade. But, most importantly, I first became aware of the word "history" in the sixth grade.

This is a time, I think, to recapture that kind of blend of education, and the reunion between general education and vocational education is long overdue. This design, I think, is the principal characteristic of the proposals that we have before us.

Three general features commend themselves to me especially. First, the focus on basic skills. We have learned again and again that until basic skills are achieved, vocational career education is hard to follow. All the title I focuses well at the elementary levels; the middle and the high schools have yet to receive much of their benefits.

Second, there is a focus on effective linkages from school, from those who have dropped out of school, from CETA, and from the new institutions such as the Private Industrial Council.

Testimony in question was given this morning, Mr. Chairman, that spoke to the competency of the present pattern of arrangements to come together. There remain special and separate worlds today, in my experience. Cooperation is cooperation by arms-length bargaining because primarily each comes in single and separate sets of resources and legislation. But the need to link them and make them effective is urgent, and perhaps the most urgent problem I face at the local level.

Third, we need, and I think the feature is in the proposed legislation, a blend of formula and flexibility of mainstreaming external grants into the general education at each level, and the capacity to target the schools that are most troubled and most in need.

We need that blending particularly so far as coherence with vocational education to bring it into a priority position to which it has often aspired, but which it rarely achieves.

If these are the important features which I hope the committee may address its attention to, let me speak to a final part which is the old question of the counterpart capability of local agencies to respond. That counterpart capability has perplexed and disturbed Members of Congress and the Federal Government for at least a generation. But I think it is important to understand the real competence and the real capability of big city school systems at the present time.

Denver is ready. Boston is ready. Most of our colleagues are ready. In Boston we have achieved and carried through in 1½ years a reorganization of the department, and a decentralization of the department. As we went about that process, we found that external grants had shaped the structure of the local department, so that curriculum could not be developed across the board, budgets could not be put in place with effective priorities, and we found as I visited one school after another the teachers saying: "I am a title I teacher." "I am a vocational education teacher." "I am an ESEA teacher." As if he and she were not part of a common faculty senate, as if they had no common denominator, except that they happened to be in the same building.

The movement in this direction of this legislation to grant the authority of school committees and board, and chief executive officers of large department is a prime opportunity I hope we do not overlook.

We have established links in Boston, not just cocktail cooperation in the usual sense of finding what the other person is doing. The superintendent of public schools sits with the president of the Merchants Bank, sits with the president of Gillette in the Private Industrial Council, and sits with three of the most important labor leaders in Massachusetts.

In Boston, we are paired at high school with 3 separate other institutions, 26 colleges and universities, 23 large industries, and 14 cultural institutions and museums, so that we do not stand in isolation, and we are learning how to work together.

We open next September, Mr. Chairman, the Hubert Humphrey Resource Center, a $50 million facility for cluster and advanced technical and vocational planning. The legislation that you have now begun to consider allows us to use that facility, with the margin of excellence and with the pairing of the other satellite schools in a way that would not have been possible before.

Finally, it would allow us at our critical middle schools to go far beyond the particular programs now in early career education that we have in step and voluntarily by the junior achievers.

Mr. Chairman, on behalf of the council, and for Boston and our colleague cities, let me say that these features in the proposals yet to be put in precise legislative language, seem to me to deserve careful consideration. I am happy to endorse them, and I ask for your favorable consideration. Thank you, Mr. Chairman.

Mr. HAWKINS. Thank you, Dr. Wood.

Mr. Husk, does that conclude your presentation?

Mr. HUSK. That concludes our testimony.

Mr. HAWKINS. The Chair would like to simply address this question to anyone that you think would like to answer or is best prepared.

As I listen to the witnesses, it seems to me that what you are saying is that somehow the schools today, as they are currently constituted, cannot provide the type of training which will give young people the basic skills that most of us had thought were really being taught in the schools today. That there is something that prevents those at the local level from exercising some ingenuity in order to provide the links with other institutions within the community. Such things as cooperation are somehow prohibited now from moving ahead.

I cannot quite see in what way the current school system is so lacking in leadership and determination that the things that we are talking about now being given to you somehow from Washington are going to do the job in a mysterious manner, other than, of course, to provide some additional money.

What is preventing schools from doing now all of these things, if you wish to do them; and what is it about this new proposal that is going to provide something which is not already actually being done in all cooperative models throughout the country.

I know that there are some excellent local school systems that are already taking the most disadvantaged young people and teaching them how to compute, how to read and write. There may be not as many as we would like, but clearly some of them are already doing these things.

How do you distinguish between what is currently in place from what is now being suggested, while at the same time endicting the local school systems?

Dr. WOOD. Mr. Chairman, I will take the beginning response to that, and then my colleagues can comment.

So far as basic skills, and the leadership effort and initiative of the local systems are concerned, it is important I think to recognize the demands on large city schools that have occurred in the last generation, both in terms of the number of students we undertake to educate, those that in earlier years never would have proceeded beyond the 9th or 10th grade, and the universality of that.

Second, the heterogenius quality and characteristic of the student body. Third, the fact that across the country, and particularly in Massachusetts, the addition of special needs children places a special challenge—12,000 of our 66,000 students at the present time have fallen into the category of special needs. A decade ago, they either would have been in institutions full time, or in closets in homes of ashamed families, and reticent families.

So it is important to understand that we deal——

Mr. **Hawkins**. You are referring, Doctor, to children with special needs, and new demands being put on the local school systems. In what way will the new legislation provide you all of the resources to meet this great number of so-called, children with special needs?

Dr. **Wood**. What the Federal and State governments have done to date, Mr. Chairman, has been to respond category-by-category to these particular new demands and new changes. When I became superintendent in 1978, I found seven separate organizations based upon the source of funding from the Department.

I then turned to my colleagues in city hall, where the Department of Labor had begun its labor programs, and found that they had four.

The middle management of most large school systems now are characterized by organization and by source of funding. This legislation, by vesting in the superintendent and in the local educational agency the opportunity, first, to comprehensively pull these funds together and, second, to select the schools which the board and the superintendent believe deserve priorities, represents a substantial step forward, and represents a substantial way to provide linkages between the separate systems.

Mr. **Hawkins**. What is it that is now prohibiting you from doing this?

Dr. **Wood**. Primarily because of vertical axes that run from Nation, State, and local, developed in separate proposals, create separate entities, and separate worlds. One can exercise authority, but one cannot put together a comprehensive budget, nor can one target schools in terms of the total need.

If a title I program exists in some schools, it does not follow that ESEA programs exist in others. In the work study program, when the allocation is made from the city, and from the employment agency, it does not necessarily fall within the funds available to the local educational agency.

Mr. **Hawkins**. Are you saying that this proposal is going to untie all of those restrictions, and allow you to simply accept the Federal money without any particular standards to be imposed, or any specifications?

Dr. **Wood**. As I read the proposal at the present time, it does require standards, guidelines, and performance measures of effectiveness. What it does permit I think, Mr. Chairman, is the provision of incentives to the people in the vocational education world, the people in the job placement world, and the educators to come together to develop a plan, and to make sure you have those three systems of education, of job and career training, and of placement together.

Mr. Hawkins. At the present time it is not possible for those same people to come together under existing law; or what is it that prohibits the same type of cooperation?

Dr. Wood. The absence of incentives.

Mr. Hawkins. Do you mean financial incentives?

Dr. Wood. Yes, primarily, and the provision that the legislation speaks to on the LEA pulling all three together. There is nothing that prevents any of us at the local level from having an interagency committee, but there is nothing that suggests that that interagency committee is more effective at the local level than it has been at the Federal level.

Mr. Hawkins. Isn't it true that in some school systems there are already such local coordinating groups existing at the present time?

Dr. Wood. That is true, and they are moving against the weight of the separate sources of funding. They are pulling against the tide of individual identities.

Mr. Hawkins. Ms. Rockwell?

Ms. Rockwell. Mr. Chairman, I would like to add to what Dr. Wood has said.

I don't believe, at least it was not the intention of this panel to express to you that we consider ourselves in the public school system incapable of teaching basic skills. I think what you heard us say is that we have been suffering under the frustration of fragmented types of programs that do not dovetail, and that cooperation is made more difficult by extra mandates.

Dr. Wood specified, for example, programs disadvantaged children, and the handicapped children. These are the kinds of frustrations that those of us at the local level have been feeling more and more as each mandate comes from Washington, particularly in handicapped programs where we have difficulty in some cases at the local level in working out interagency agreements.

Those children who were in the closet, or in an institution, and are now our responsibility need, for instance, other services that we cannot provide.

Mr. Hawkins. This proposal is not going to remove that mandate.

Ms. Rockwell. No; and that is not what we are saying.

What we are applauding is the fact that cooperation is encouraged in the guidelines for the legislation.

Mr. Hawkins. Do you honestly believe that the cooperation has to be encourged from the Federal level?

Ms. Rockwell. Yes, depending on the cast of characters at the local level.

Mr. Hawkins. Then, you get back to what I originally stated. You are, in a sense, endicting local leadership, then.

Ms. Rockwell. Our plea to you this morning is to allow us to work out the cooperation that will be most effective at the local level, rather than mandating the parameters for that cooperation.

Mr. Hawkins. Mr. Bins?

Mr. Bins. Mr. Chairman, just a brief comment concerning your question.

My review of the programs in the 28 cities revealed to me a fact that I think we often overlook. The fact is that the urban school system and the entire urban environment has been under severe pressure and tension for the last 20 years. The one dominant factor which has been evident, which I think we will all agree on. It is the factor of change, the significant change in the human context, in the political and in the economic context, that confronts the urban folk and the urban institutions.

There is no institution that has suffered more in terms of taking its share of the shots than the urban public school system in this 20 years or so of change, because it became the focal point not only of educational change but of political change and sociological change in the cities themselves.

What you are left with, and what these particular programs seem to be addressing, and what the YETP, our youth employment programs sponsored by DOL, revealed to us—What we seem to be doing is trying to do something that we make a start at, but don't quite carry through.

In other words, when you target and begin to focus on the bottom of your population, wherever they are—In this case I am speaking of people who are severely economically and educationally out of it. You are talking about the kids who most severely alienated in the community, the kids who are in fact alienated from the school system, from their larger peer groups, and from the larger society itself. Most of us could predict that these are the very youngsters that we know will end up in the criminal justice system.

The fact is, we are now trying to mount programs to work with young people in school systems that historically have been ignored by not only school systems, but by the work force itself, by the large area economy itself, and certainly by the larger society itself.

There was a time when the casual walk-in job was available to people who decided at some point to drop out of the system, whether it was the educational system, the family system, or the peer culture system, or whatever. That particular era has gone. It no longer exists in the urban communities across this country, as I saw.

What I saw were efforts on the part of the leadership in these urban school systems to tackle problems at the bottom of the ladder which had traditionally been ignored, and had been left for the criminal justice system to solve. I think they have made some real head starts in doing this.

When I taught at Hyde Park High School in Chicago, we had a kind of working assumption among some of us in the teaching profession that by the time a certain percentage of the youngsters reached the 10th or the 11th grade, we would be through with the problems. We all looked forward to the students who came back during the 11th or the 12th grade because by that time we figured that we could begin to teach serious subject matters.

We find now, as we look at these systems, people are challenging those kinds of perceptions, those kinds of attitudes, and those kinds of assumptions about the kids who are particularly at the bottom of the barrel.

Mr. HAWKINS. Mr. Goodling.

Mr. GOODLING. I get the impression, and correct me if I am wrong, that you are saying in many instances the Federal mandates that bring about the fragmentation and encouragement of groups and providers to go their own separate way, rather than work cooperatively for the good of the children. Is that right?

Dr. WOOD. Yes, that is right.

Mr. GOODLING. That is the impression I was getting from the testimony.

Dr. WOOD. It is a strong influence.

Mr. GOODLING. Let me ask two questions. One, what kind of financial incentives are needed to bring about this cooperation, and do you think that this proposal, since we have not seen legislation, does provide that kind of incentive?

Dr. WOOD. In my view, Mr. Goodling, the focus, as Mr. Bins said, on the disadvantaged and the capacity to target that population by the formula suggested is the first incentive. The provision in IV, an overview of the LEA responsibility of coordinating district-wide efforts between education and the employment and training community, and monitoring that quality, will be a most helpful resource and a most welcome addition to our capacity to respond.

Mr. HUSK. Having said that, I think we also have to look at the impact of the Federal programs. Although many of the mandates may have caused some administrative difficulties, many of the mandates have also been the stimulus to local school systems to change.

Going back to Mr. Hawkins' point, why do we need this Federal effort. I think the chart this morning showed that there is a severe gap in the provision of the stimulus. We show a heavy concentration of expenditures on the elementary level, and we show an extraordinary amount of expenditures at the higher education level. We show virtually no expenditure of Federal funds at the junior high school level.

I think what we are saying here is that this legislation allows us to have an opportunity to do some programs and services at the junior high school level, which will allow us to use the experience of all of these other Federal programs, but shaping them in a way that will bring the Federal program operation and the local school district objectives into unison.

Another factor that has to be looked at with regard to any school system, and urban school systems, too, is that when we are talking about the failure of the urban school system, or the failure of the school system to educate, and so forth and so on, I think that that is not a completely fair indictment of the school system.

I think what we are saying is that we have failed that narrow band of children who come from these particular families. We think we have some responses that might be brought into play, especially at this pre-high school level which could prevent, perhaps, youngsters from continuing this flow into the outside of school guaranteed unemployment.

In Philadelphia, they have done a followup study of graduates for the past 5 years, and every year the study shows the same thing, the youngsters who attend the Philadelphia public school system between the time they enter 7th grade and the time the 12th year would normally be completed, out of the total population

20 percent of the kids leave school, and out of that 20 percent, 80 percent are unemployed. They are looking for work, but they are unemployed. They don't have the skills and they don't have the qualifications for jobs.

The reverse is true of the kids who stay in the school. Eighty percent of the kids who finish the high school program have jobs, and 20 percent are unemployed. This is still high. It is higher than it is for the predominantly white communities, but it is still significant that the high school experience, whatever it is, is leading to some jobs for youngsters who complete that system.

I am not going to argue, and I think the data show that one of the extreme factors that is in play here is the one related to racial discrimination, and that is, I think, one of the things that needs to be addressed in this whole area, and one in which I hope the private sector, when it is involved with the local school system, will begin to address.

The fact that the black youngsters who go on and complete 1 to 3 years of college or postsecondary education have an unemployment rate which is equal to the white dropout from the school system is certainly indicative of that, and I am hopeful that that issue will also be addressed in our urban school system programs.

Mr. GOODLING. May I just close by saying that I commend you, Ms. Rockwell, for your conclusion. I think that it was well put. I would hope that Congress will heed it.

Mr. MILLER. Mr. Husk, on page 6 of your testimony, at the top, in the middle of that paragraph, you say, "Instead of focusing Federal resources on improving this know-how, the Federal Government has often looked to other institutions to develop the basic skills of youth." Could you elaborate on that?

Mr. HUSK. I think that this relates back to the point I was just alluding to. Outside of the school system, somehow, we have cast some sainthood around people who deal in basic skills training, and so forth, that they can somehow take a population and educate them in basic skills, and the public school cannot.

I think what we are saying here is that there ought to be trust.

Mr. MILLER. I need an example.

Mr. HUSK. Perhaps Ms. Rockwell could give you a specific example more than I can. I am thinking more of the kinds of services that are provided by private corporations that are getting into the basic skills business. I am talking about community-based organizations that proclaim to have a basic skills capability, and that sort of thing, and perhaps having more incentive for the youngster.

Let's take the youngster that we are talking about. He is from a low-income family. He is another statistic. Fifteen percent of them look for some funds to support their family. Of course, the luring into that particular sector is much more alluring when you are offering them some stipend for going into that sector.

What I am saying is, given the same kind of support, the public school system may be able to develop some alternative programs which are as equally effective, and provide an opportunity for the child to come back to the public school system, finish, and get on track.

Mr. MILLER. At the risk of controversy, let me repeat a statement that I made in my office this morning, which created some controversy there.

Why don't we just educate these young people, and let industry train them?

Dr. WOOD. There are two ways to begin to respond to that. The first is that the definition of education now, I think, is a definition that now has to include the question of competency, whether you are going back to basics or forward to fundamentals.

The definition now has to include the capacity to cope particularly in the years ahead, or try to change the idea that education at the elementary or secondary level is best demonstrated by the capacity to go on to college, and by academic advance, and the fact that career and job direction is not an equal path.

For the 8 years that I was president of the University of Massachusetts, I observed a 40 percent attrition rate in the freshman class, which meant to me that those young people were in college because of peer pressure and parental pressure, and because it just did not look respectable to go to career.

The second point is, why not turn it over to industry, and why not encourage them to develop the programs, which we are doing in the trilateral situation in Boston. It means two things: One, give the industry that is employing the opportunity to shape the young person's career. Second, you have no guarantee of permanence and promotion, as well as entry.

I have had a number of inquiries in Boston saying to me: "Why don't you turn out machinists for X, Y, or Z company, because otherwise they will go to the Sunbelt." I think I have an obligation to have the young person make his or her own choices, provide them with where the job trends are going, but to not have it mandated by an enterprise that necessarily will look at the bottom line of the profit and loss statement.

Mr. MILLER. I would argue, and will for a second here, that my statement does not necessarily require either of those two answers. I guess part of my problem with this legislation is that I view education, and to the extent that it is successful, as increasing an individual's options in life.

So my concern is, when I read at the bottom of page 6 about whether we were so-called job-ready youth and high-risk youth, my concern is that I don't think people left high school in the 9th or 10th grade because of the lack of a good vocational education. I don't think that the junior high students are going to not go to the 9th grade because of the lack of a good vocational education system. I think that it is more a question of whether the school system they were attending had the resources to meet their academic needs, challenges, and what-have-you in the so-called basic education.

My concern is that maybe in some of the things we have been discussing in the context of this legislation—I think your testimony is contrary to this—I am concerned that we are suggesting that we set up somewhat of a tracking system and a safety net for those high-risk youth. That the answer to these children's problems, where they have failed, the system has failed, their families have failed, or something has gone wrong, is now this vocational education program at the end.

Ms. ROCKWELL. Mr. Miller, I would like to go back first to your original statement, and use a parallel in handicapped education, which I think is appropriate.

It was very easy prior to the passage of Public Law 94-142 to say, "Let the institutions care for those children," or whatever the private agency in the community happened to be. The fundamental difference between the responsibility of the public school and the responsibility of that institution was that we are not selective about our student body. That institution could have been selective about the student body and say, "Yes, we are achieving 100 percent with the students that are sent to us."

Mr. MILLER. Exactly. If I read page 6 correctly, what was happening with the rehabilitation and the education of the handicapped was that there was a process of creaming going on.

Ms. ROCKWELL. Exactly.

Mr. MILLER. We took those who were sort of acceptable in the school setting, and we let them come. Others were shunted off to institutions, or the closet, as somebody said earlier, and left at home.

Up until Mrs. Chisholm and myself got involved in the vocational education reauthorization, we were spending $30 million for home economics for nongainful employment. I suspect that there has been a creaming process that has gone on within the vocational education institutions in this country. I suspect maybe that is why they could not answer the question of what percentage of money has started to flow, with the direct congressional mandate, to the urban centers.

My concern is that now to address the urban centers' problems, we are representing that somehow the vocational education is the answer to the problem. I don't think it is. I think that it is those first 10 years in school, and vocational education becomes an answer for a student who is not able to exercise the options.

I put employment and education on an absolute equal par. It is a question, did that youngster, at whatever grade level, in fact exercise a free option to choose from those training programs, or an employment program, or work study program, or to go to community college, or vocational training institute, or whatever.

Ms. ROCKWELL. You are getting to the real heart of what is different education system in this country and in other countries, where the tracking starts at a very early stage. This is what has concerned me about the guidelines in the regulations for the initiative, where you have competition among individual schools in a school district. I think that would compound the problem.

I think we need to do that from a central administration, so that we do not have a school that then becomes labeled "the vocational school" in the school district. In a desegregated school system, we would have great problem with that in any case.

There are many school districts in the country who operate vocational education centers, exclusively vocational education centers, who give different diplomas—one an academic diploma, and the other a vocational education diploma.

If you would look at the figures and the ratio percentages of the students involved in those programs, I dare say that you will find considerable resegregation going on. This is one of the concerns I have about that particular guideline, because I think that it is a real danger that vocational education then becomes a segregated education for the lower quarter of the achievers in a school district, who tend to be minority children, who then have trouble the rest of their life and are being short-changed by the system.

Dr. WOOD. I think you have just stated more succinctly and more effectively certainly than I have, or perhaps any other member of the panel, the central thrust of the second class citizenship of vocational education and that separate world. The opportunity that the legislation provides is to, one, bring it in the general world and, second, to relate both with the scatter of job CBO agencies and with the private sector.

Really what appeals to me are the links that are specified from PIC through the Labor Department, and through education. But it places education front and center. I think what appeals to me, having tried multiagency collaboration for more years than I care to remember, there is a bilateral characteristic of this legislation in title I and title II that I think might just be feasible and might just be able to be brought about.

Mr. HUSK. Mr. Miller, may I also point out that I think that in our testimony, when we talk about vocational education, we raise the very point that you raise and that is, we don't feel that the options of the local decisionmakers ought to be impinged on by some agency which is removed and which has been largely unresponsive.

I think one of the facts that was not brought out many times with regard to vocational education is that vocational education is really a local system for the most part. It is something that is operating at the local level. We have a lot of things that we need to work on, including some of the problems that we talked about. One of the things that we don't need is to put the level of decision up to some other level at the State level where it might not have been responsive in the first place.

We talked about the data that you asked about earlier on. The fact that 8.1 percent of the stations, and 23 percent of the youngsters are in those big cities, and yet how much funds are flowing that way as a result of the 1976 act. We conclude that the same percentage of funds is flowing to those school districts as did in 1968.

Now there may have been many changes. There may have been some increase, but they are very small. Maybe the problem for the State vocational education agency is trying to take the same block of resources and target them, because basically from 1976 until last year they were at level funded figures each year.

Congress passed a new initiative, but it said: "No more money for that. You have to retarget and refocus what you are doing." So some of the language in the legislation is ambiguous. It talks about fiscal need. If you look at a city, and you look at the tax base of commercial industries, and so forth and so on, it looks wealthy comparatively to the rest of the State, yet it could be the basis upon which a State could say: "You have got wealth there. We will put the money over here in this other country which does not have that taxable commercial wealth," not taking into account that the same State bodies in the State legislature has already passed limits as to how much you can go to that local tax base to pay for the education programs there.

The other question that you asked about why don't we leave the training to those outside of education. I think my response to that is, I think we do. There is hardly an individual, no matter what education institution they come from, that comes to an employer, including yourself, where you don't have to do some training into the specifics of what you have to do in your job, or what your endeavor is. I think that that kind of thing still goes on.

I think what the claim of vocational education is that they provide a range of services and a range of programs that can be applied to almost any training for the graduate, and they can apply that. This is the claim that they make, and they have a fairly good record for those who go through it. But it has been creamed, I think.

Mr. **MILLER**. My concern is that I see a number, at least in California, and I assume that it is present elsewhere, in employer specific training. The telephone company comes and says: "We anticipate the need for 100 long distance operators. Will you train them." They train them. The Safeway store says: "We need 10 warehousemen. Will you train them?" Standard Oil of California needs so many computer people for their credit card operation, and they train them. They use a lot of public resources to train their people, and it is the old argument again—do you put those resources at the front end or do you put them at the tail end?

Obviously, I have been affected by the hearings we have had on secondary schools. One of the things raised by many of the witnesses, both those who testified about the success of the high schools and those who testified to the failures of the high schools, was that the high schools continue to inherit a number of students—I don't know whether it is more than last year or less—but a number of students who simply are not well prepared in the so-called "basics" or "fundamentals."

My concern is, do we not have a way to break the production chain of those young people. If I could turn out people who were proficient in the general education fields, who could read, write, and compute, I suspect they could get jobs as long distance operators. I suspect that, with some front-end training, they could get jobs as machinists.

I don't know. Maybe that is too naive in today's specialized world. It is the old question—you have to have experience to get the job, but you can't get the experience without the job. Maybe vocational education provides that, and I know in fact that it does do that in many cases.

My real concern is that we are not substituting here a cosmetic approach to what are some very fundamental failures in that child's academic background. I believe that far more children can excel in our school system today than do. If that belief is realistic, then I am concerned as to where we should apply the resources that we have.

Mr. BINS. Again, Mr. Miller, I think you have to couch your analysis in a historical period of change that is occurring daily in major cities across the country, and also changes in the goals and objectives of the larger society, of the Nation itself. The fact that the rate of high school graduation has significantly increased in this country, implies something, I believe. There is some proficiency associated with that.

You have to keep in mind, too, as I have tried to indicate, the urban school systems have undergone a period of destabilization. That period began with many of the changes that did begin to occur in the late 1950's and 1960's. I am talking about rural destabilization. Part of it was caused by the competing elements, the competing institutions that began to be created in contrast to those institutions. There are a number of institutions that we are now learning to live with effectively because we have to. They are serving basic good purposes.

The fact of the matter is, many community based institutions which got their big shot in the arm during the early 1960's and so on, have in fact become competitors in a very real sense. We have a similar situation with the urban school institution. As we continue to trace the change, we are at a point of synthesis.

I think that we are at the point that Dr. Wood described where systems are beginning to reorganize, are beginning to restabilize. They are beginning to redefine their missions. They are beginning to set standards for high school graduation, for movement between grades. They are beginning to eliminate social promotions which became quite fashionable during a certain period of the 1960's and early 1970's. They are beginning to renew their basic mission of education, which is what they are designed for and can do.

You also have to keep in mind the additional objectives that not only society, but the Federal Government has placed on these very basic institutions at a period in time when their strength was at a minimum. Their strength continues to remain in a very vulnerable state because of the financial situation confronting those institutions.

Concerning your question about vocational education, I don't think that there was anything in our testimony, or at least I hope not, to imply that we see vocational education as the panacea for the particular problems that this particular population of young people has.

I would like to make a distinction based on what I observed in the youth employment program between vocational education as we talk about it, and vocational education as we see it in terms of actual services for young people.

For example, the fact that you can take a young person not motivated for one reason or another—you can blame it on the school. You can blame it on the young person. The fact is that there are many young people who are not motivated to deal with the basic skills.

We discovered in looking at programs that one of the carrots that the districts began to use in their youth employment program were things that they were borrowing from the vocational education experiences and histories. These young people were responding to those carrots in addition to the renewed leadership. The fact that the superintendent and the board of education were committed to working and doing something for that particular population that has not received any attention, any spotlight in the past.

So I think that it is how you borrow from these programs, and begin to construct a locally designed program that keeps these young people in school, moving toward a certified high school diploma, which will give them a shot at the job market and the postsecondary education.

Dr. WOOD. I would simply like to say that the underlying strategy that I think the bill represents and it is a strategy that more and more of the great city school systems have come to, throughout the 1960's and 1970's the school systems lived in splendid isolation, took the social and racial conflicts as institutions, hardly knew their counterparts in labor and private industry, and tried to go it alone. That was a terribly dangerous strategy.

As I tried to indicate to Mr. Hawkins, it is really the effort to try to get beyond just casual cooperation. It is the capacity to acknowledge that there will always be separate turfs in the Federal Government and we would like to have some capacity to meld in a common enterprise at the local level.

I appreciate very much your questions, and particularly your concerns and the contributions that you have made to the refashioning and reshaping of the programs in legislation.

Mr. MILLER. Thank you.

Mr. HUSK. Mr. Miller, just in response to the number of students in basic skills unprepared and the kind of testimony that was taken under the secondary school review, the thing that impressed me the most about those who were successful was they did not use that as an excuse. They had the same kind of pupils coming into their schools, but somehow they dealt with the problem and the issue when they got there.

So I would rather build on the record of those school systems, than those who testified that because the kids came unprepared, we were not able to provide services to them. That is why I tried to highlight in our testimony, in the initial remarks, that we are trying to build upon some local initiatives. Those local initiatives are sometimes very isolated, and only small efforts. What we are trying to do here is have the opportunity to bring those efforts into more places, more sites, such as is being done in New York City and other places, and see whether we can replicate and provide the basic skills services to youngsters, and not use this as an excuse that because someone came at this reading level to our seventh grade, we were unable to prepare them to read and write.

Mr. MILLER. We are exactly on the same wavelength. If I thought that this legislation would do that, I would jump at it in a moment.

I am very concerned with how we are spreading the money around, because I think there are probably thousands of local initiatives that have been worked out by people who have far more expertise than anybody on this committee, or anybody in this Congress, which, but for the want of resources, could be even more successful.

My concern is that we reinforce those successes because if I was stunned by anything, I was stunned by the attitude of the people who came in on the morning of hearings on "schools that work," because many of those people were without resources, but they had some attitude, some manner in which they were determined they were going to make a success out of those students. I daresay that their students were probably not the most beautiful people in the country.

This is what I am seeking to reinforce, and to knock down some of those barriers that prevent the cooperation. Yet, I find that in many areas people have overcome what are perceived barriers, and are working together—labor, business, schools, and public service, and so forth. That is the goal. I am very concerned here that I am dealing more with a political document than I am with an educational document.

I will be very blunt about it. I am concerned because I think it is clear, you all testified that this may be our best chance in a long time to put new resources and some new concepts to work. But I think that there is a burden of proof that has to be met.

It is not coming from a hostile background. I would give my eyeteeth to think that we could go out and do some of the things that this panel has talked about, and other people have talked about over the last year. But there is a burden of proof that has to be overcome so that this does not become a damaging mark against any further contributions by the Federal level, as so many programs have. This is my real concern. You see, I don't think that we have all the wisdom here.

There are people who have made the thing work under the most adverse circumstances. Some reward ought to be there for those efforts. I just think that we ought to make that effort at this level. I don't know the answer yet. I am not that sophisticated, but I know the goal, I think.

Thank you for your participation, and for listening to me.

Ms. **Rockwell**. Occasionally it would behoove all of us who are elected officials to take advantage of the political realities and use them, which may be true of this legislation.

Mr. **Miller**. One of the things we are finding as a political reality is that proposition 13 has brought more cooperation between agencies in California than we ever had before, but I am not quite ready to embrace it.

Ms. **Rockwell**. I share that thought.

I think Dr. Wood said it very well, when he said that we, in the public schools, had lived in splendid isolation for some time. We no longer can afford it, either physically or fiscally. I think you will find more and more school districts embarked on innovative kinds of cooperation with local business, the community, and local government. That is what I would hope would be encouraged with this legislation, rather than hindered.

Mr. **Miller**. I hope so, too. But as I read the outline, it looks to me like we are reinventing the wheel, when there are already a lot of people who are doing what we want them to do in this legislation. Why don't we send them the resources to expand and to improve on what they are already doing. We have the principal so busy in this legislation, one more school site council, and we will have to have an assistant principal to run the school. I am just concerned that we are doing a little more than meets the eye.

Thank you very much.

These hearings will continue tomorrow morning at 9:30.

[Whereupon, at 1:25 p.m., the subcommittee recessed, to reconvene at 9:30 a.m., Wednesday, February 27, 1980.]

[Material submitted for inclusion in the record follows:]

Additions to Prepared Statement of Dr. Gene Bottoms, Executive Director

American Vocational Association
Additions to the
President's Youth Initiative

Responses to the House Subcommittee on
Elementary, Secondary & Vocational Education

Congressman Miller:

"...We had some discussion on the (Vocational Education Law) yesterday.... priority setting and consideration of applications by the State. One of the first priorities mentioned is the location (of funds) in economically depressed areas and in areas of high unemployment. What is happening with the implementation of that section? What I think I am talking about is under the title of General Applications, Section 106, Subsection 5(a), which lays out how a State, in considering the approval of such applications from the local agencies, shall give priority to applicants which are located in economically depressed areas and areas of high rates of unemployment, and unable to provide the resources necessary to meet the vocational education needs of those areas without federal assistance. I just wonder if that had been implemented."

AVA Response:

The priorities indicated in the Vocational Education Law (PL 94-482) regarding the allocation of funds to depressed areas have been observed by administrators at the national and state level, in so far as possible under the existing formula in Rules and Regulations.

The law provides an allocation of funds to States. This formula does not account for the great differences between the States and for the fact that a depressed community in one State may not meet the definition of a depressed community in another State. The Vocational Education formula is based upon:

1. Population aged 15-19 (50% of the funds)
2. Population aged 20-24 (20% of the funds)
3. Population aged 25-65 (15% of the funds)
4. An equalization requirement based upon the cumulative effects of all 3 criteria listed above (15% of the funds)

This formula does not allow for targeting vocational education funds to depressed areas, but targets funds to States where the determination is then made as to the relativity of need within that State. This is both a strength and a weakness of the Vocational Education Law. It is a strength in that the States have the flexibility to plan a comprehensive program and that there is recognition that vocational education is not only necessary for disadvantaged citizens in depressed areas. It is a weakness in that the States must consider the communities depressed according to several criteria, even criteria outside the federal education laws such as data from the U.S. Department of Commerce. This many times will place communities in a position to be classified as depressed and cause the vocational education funds to be widely disseminated and not concentrated into certain target areas. Also, many times vocational education within the local communities is a part of a long list of priorities.

Congressman Miller/
AVA

When matching funds are required in order to entice federal dollars, these funds are limited as are many resources in depressed communities. Therefore it is detrimental to attracting federal dollars into these depressed communities.

The October 3, 1977, Federal Register Rules and Regulations for PL 94-482 broadly categorizes "economically depressed areas". In Section 104.141, the States are directed to consider applications for funding that define "economically depressed areas" according to (1) the financial ability of LEA's to provide vocational education services, and (2) the relative number or concentration of low income families or individuals within such agencies.

In this regard, the existing construct of the Vocational Education Law and companion Rules and Regulations have provided a maximum amount of flexibility to States to apportion their federal vocational education dollars to economically depressed areas, whether they be depressed inner cities or depressed rural communities. Moreover, according to Department of Commerce data, many states -- such as Virginia — are classified as 100 percent economically depressed. Therefore, while this flexibility in the law's interpretation is a commendable effort to permit local determination of federal vocational education expenditures, it has virtually prohibited any collection of "hard data" to single out, for example, the percentage of federal vocational education dollars spent solely in urban areas of high unemployment. In addition, as was mentioned in the hearing, the lack of vocational education facilities in urban areas precludes targeting programmatic dollars for clients who simply have no accessible vocational education facilities.

The focus of President Carter's Youth Initiative, on the other hand, does more narrowly define economically depressed areas and areas of high unemployment. As such, it will allow greater targeting of federal vocational education dollars. While the comingling of federal, state and local funds has characteristically been a strength of vocational education, it has made it a much more difficult process to isolate the dollar figures that solely reflect the impact of federal vocational education funds in economically depressed areas and areas of high unemployment. For example, although we are pleased that U.S. Office of Education data for program year 1978 indicate we are serving 1,797,631 educationally and economically disadvantaged individuals, and, in the aggregate, are spending $498,016,909 for disadvantaged clients, we know that only 16.6 percent were federal expenditures and 93.4 percent were state and local monies. The federal commitment has lagged far behind the resources of state and local governments. In effect, the most accurate assessment of the implementation of Section 106(5) of PL 94-482 recognizes the tremendous latitude of the law's focus in the categorization of economically depressed areas and reflects the current adoption by the States of criteria to meet this provision. The focus of the Youth Initiative would alleviate much of the problem of concentrating federal funds to depressed areas and that is supported by the American Vocaticanl Association.

HEARINGS ON THE PRESIDENT'S YOUTH EDUCATION AND EMPLOYMENT INITIATIVE

WEDNESDAY, FEBRUARY 27, 1980

House of Representatives,
Subcommittee on Elementary, Secondary,
and Vocational Education,
Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:45 a.m., pursuant to recess, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Members present: Representatives Perkins, Ford, Miller, Kildee, Buchanan, and Erdahl.

Staff present: John F. Jennings, majority counsel; Nancy Kober, staff assistant; Richard DiEugenio, minority legislative associate; and Jennifer Vance, minority senior legislative associate.

Chairman **Perkins**. The subcommittee will come to order.

The Subcommittee on Elementary, Secondary, and Vocational Education is continuing hearings today on the President's youth education and employment initiative.

Today, we will hear from a panel representing the National Education Association. They will be followed by representatives of the Council of Chief State School Officers and the Kentucky State Department of Education. Then we will hear from a panel representing the National School Boards Association.

It is a great pleasure for me to welcome all of the participants in today's hearings. It is a great pleasure for me to welcome the NEA at this time, and to hear from you, Mr. Green, assistant director for legislation, and Mr. Lestina, legislative specialist.

You go right ahead, Mr. Green, and proceed in any manner you prefer. Without objection, your prepared statement will be inserted in the record.

STATEMENT OF JAMES W. GREEN, ASSISTANT DIRECTOR FOR LEGISLATION, AND DALE LESTINA, LEGISLATIVE SPECIALIST, NATIONAL EDUCATION ASSOCIATION

Mr. **Green**. Thank you, Mr. Chairman.

I am Jim Green of the National Education Association and assistant director for legislation. I have with me today Dale Lestina, who is an NEA legislative specialist, who has as his major assignment the legislative proposal which is under consideration here today. We will both speak briefly to the issue.

One of the major problems in the Nation's troubled economy is the rate of unemployment among young Americans and especially among poor and minority youth in urban areas. Increasingly, preparation for employability is education, namely, the ability to read, write, and to calculate.

While schools are primary in the process, the preparation of youth for jobs in the 1980's will require a strengthened, cooperative partnership among Government, education, business, labor, and community-based organizations.

This proposal under consideration offers a program that utilizes the resources of the community, the schools, and the infusion of dollars with a plan for their use to reduce the supply of unemployables. We are going to address areas of the proposal that we support, and areas that cause us concern in terms of NEA policy. Our policy, of course, commits us to the premise that the preparation of students for vocations and productive jobs should be a basic policy of secondary and higher education. So we are pleased to offer our testimony in support of this initiative.

We commend the President for his thoughtful approach to the problem, and to this committee for its timely hearings.

Mr. **Lestina**. Mr. Chairman, as Jim has mentioned, we very much support this proposal. I would like to highlight some of the concepts we would very much like to see remain in the proposal as is, as it proceeds from the specification situation on into a bill, and hopefully on through this committee, and into law.

The basic thrust of both titles in the specifications zeros in on junior and senior high school students. It deals with the concept of basic transferable job skills, which transfer into reading, writing, speaking, and computation kinds of skills.

The strategy is to cut off the supply in structural employables, and we see this as a very good preventive approach, one which is much cheaper than the financing of byproducts such as welfare and crime control.

A second area that we like very much, Mr. Chairman, is that the proposal fosters cooperation at the local level between education, business, industry, labor, Government, and other citizens. We see this as going a long way toward cutting the duplication in these areas, and getting the most for our dollar.

We also appreciate the mutual understanding that is fostered here in this particular piece of legislation as proposed and LEA's, in that the council that advises both the prime sponsor and the LEA, given agreement between these two parties, can be one and the same.

We would like, however, to see a statutory mandate included here that among the LEA's appointments would be representatives of the teachers' bargaining unit, which is similar to existing CETA legislation and its provisions for union involvement.

Another area we like very much is the emphasis that both titles, the employment and the education titles, put on keeping school aged youth in school, and attracting school aged youth who have dropped out back to school-based type of programs.

We also like the proposals for the school-site-wide approach to this particular problem. We think that the schoolwide-type projects will go a long way toward eliminating the tendency that exists in some cases under title I, where title I teachers are singled out, students being singled out, and being separate and apart from the rest of the school system.

We are also pleased with the involvement of the vocational education program, and it being a major partner in this piece of legislation, and the emphasis on counseling. We like the percentage breakdown of the Federal funds as they are earmarked in the specifications, with a minimum amount staying at the Federal and State level for administration, the lion's share going to the local level for program implementation.

We also like the eligibility requirement. It is based on low income, and we think that this is a wise way to go. The Orshansky formula is used to target in on the poverty level. That formula has been somewhat troublesome to us in the past; however we do not have any constructive alternative to offer at this point. We would be interested in exploring one for the long-range future.

Last on the areas that I would like to highlight that we like, is that the proposal leaves to the LEA the selection of the instrument and procedures by which basic skills achievement will be measured for eligibility and accountability. We think that that is an excellent feature.

There are four or five areas that we would like to highlight as far as additions or changes in the specifications.

The first of these is standards for educational personnel hired by prime sponsors and CBO's for the programs that they administer. We feel that the standards for those personnel must be equivalent to the personnel of comparable kinds of jobs in the public schools in the prime sponsor area.

We view and accept the accountability of schools for basic education skills. We are not, however, in the job of after graduation job placement. We, therefore, feel that we cannot be held accountable for that, but we can and do wish to cooperate with the prime sponsor and the private sector in developing procedures for after-graduation job placement.

Another area of concern has to do with the State administration vocational education component. The specifications provide that after the money goes to the LEA for program development, the program being developed between the LEA and the local vocational education area, the agreement on the plan that involves vocational education and only that part needs to be approved by the State agency.

This is out of sync with the other requirements that are there. We would recommend that that piece be eliminated. That once the local level agrees between the LEA and the vocational education local agency that should be it, and the plan should be able to be implemented.

Of the last couple of areas that we are very pleased that the specifications speak to is teacher in-service training. We feel that teachers centers should be one of many ways in which this training can be made available.

The last area I wish to highlight is the specifications language around involvement of nonpublic schools in this proposal. The specifications seem to indicate for nonpublic school student involvement a procedure which goes beyond the existing bypass procedure in ESEA. We will hold firm that the bypass procedures within ESEA should be the type of mechanism used here, and that we not go beyond it.

Mr. GREEN. Finally, Mr. Chairman, I would like to say that the youth employment program ideally should serve all of the school aged population in the school district who meet the poverty or achievement criteria for eligibility. We have seen too much of the inequity caused by the targeting procedure which has been implemented to deal with the inadequate funding of title I of ESEA. We would hate to see this ambitious and much needed new program condemned to the same fate.

We would prefer that sufficient funds be made available for the youth employment program so that targeting of the specific school sites based on concentration of eligible students would not be necessary. We hope that the Members of Congress will share our concern when it comes time to fund the program.

We stand ready to work with you and the committee to secure the passage of this new initiative, and we will answer any questions that we can.

Thank you.

[The prepared statement of James W. Green follows:]

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Prepared Statement of James W. Green, Assistant Director for Legislation, the National Education Association

I am Jim Green, Assistant Manager for Legislation for the Government Relations unit of the National Education Association. NEA represents 1.8 million teachers throughout the country, serving in-school youth in urban, suburban, and rural areas.

One of the major problems in the nation's troubled economy is the rate of unemployment amoung young Americans and especially among poor and minority youth in urban areas. This problem has worsened in the past 20 years and, absent government intervention in the course of things, will likely get still more severe.

The jobs that will be available in the next decade will be vastly different from the jobs traditionally available to youth. Between 1976 and 1985 there will be an estimated 59 million job openings -- nearly three quarters of these will be white collar, technical service positions. The product of the industrial economy is a consumable object; the product of a service economy is a written report. Service employment depends on the ability to read, write, and calculate. Increasingly, preparation for employability is education.

While schools are primary in the process, the preparation of youth for jobs of the 80's will require a strengthened, cooperative partnership among government, education, business, labor, and community-based organizations.

NEA policy commits us to the premise that the "preparation of students for vocations and productive jobs should be a basic policy of secondary and higher education" (Resolution B 79-18, a copy of which is attached). Believing in that principle and believing that the opportunity for gainful employment is a fair expectation of our youth, we are pleased to testify today in support of the

President's Youth Employment Initiative as described in the specifications released last week by the White House. (A copy is attached.) We commend the President for his thoughtful approach to the problem of youth unemployment, and this Subcommittee for its timely scheduling of hearings.

For the most part, we are in agreement with the plan. Its basic thesis is that junior and senior high school age youth must be trained in basic, transferrable job skills and habits that will enable youth to adapt to the variety of job opportunities that will confront them during their working lives. The strategy is to cut off the supply of unemployables at the source--by training school-age youth. Gainfully employed, educated youth are likely to be productive workers throughout their lifetimes. This preventive approach, even with the infusion of new funds called for in the President's proposal, is cheaper in the long run than financing the by-products of unemployment such as welfare and crime control.

The proposal recognizes the importance of cooperation among various interested community groups at the local level--education, labor, business and industry, government, and other citizens--and encourages such cooperation. It provides the atmosphere needed to foster mutual understanding between prime sponsors (local governmental units) and local education agencies (lea's). The proposal provides that the Youth Council, which advises the mayor or other government officials on work programs, and the Education Work Council, which is to advise the lea on the youth employment program, may be the same body so long as each is appointed one-third by the lea, one-third by the prime sponsor, and one-third by the Private Industry Council (PIC). We would like to see a statutory mandate that among the lea's appointees must be representatives of the teacher bargaining agent. We would further suggest that this provision be amended to permit, in cases such as rural areas where no PIC is feasible, one-third of the members to be appointed by a similarly constituted body, or else be appointed on a 50-50 basis by the lea and the prime sponsor.

We strongly support the emphasis on keeping school-age youth in school and encouraging out-of-school school-age youth to return to school-based programs.

Using schools as the major deliverer of the services of the youth employment program is wise. We especially applaud the concept of utilizing school-wide projects, integrating the program into the whole school program. We are pleased that this program will not replicate the problems associated with the ESEA Title I program's tendency to create a special class of teachers and/or students.

We are also pleased that vocational education is perceived as a major partner in this program. Basic transferrable job skills--reading, writing, speaking, computation--and specific job skills learned through vocational training are critical to insuring a lifetime of productivity. In addition, the proposal's inclusion of counseling services as part of the program can help to insure the student access to the mix of basic and vocational training appropriate to his or her needs, and access to information on a range of job opportunities.

The proposal's design for the administration of the program by the school district is workable. We particularly approve of the percentage breakdown of the federal funds--federal and state agencies retain only a minimal portion for administrative purposes, and the lion's share goes to the lea for program operation. This feature should not be altered. The proposal requires maintenance of effort on the part of the lea. It permits school districts with too few low-income and low-achieving students to qualify for the program to pool their numbers and thus become eligible to participate. And--most important, in our view--it leaves to the local school district the decision as to which instrument and procedures are used to measure basic skills achievement for eligibility and for accountability.

We are pleased that the proposal relies on an income factor--family income of 85 percent of the poverty index as calculated by the Department of Labor--as a criterion of eligibility for the program. We believe that low income is a better predictor and indicator of youth unemployment than is the incidence of adult unemployment.

The Orshansky formula is to be used to measure poverty for the purpose of eligibility for this program. This formula has been somewhat troublesome to us since it was first plugged in to ESEA in 1974. However, since we have no constructive alternative to offer, we accept it as proper. But we encourage the Congress to find or develop a better index than Orshansky for future use.

While NEA believes that most of the proposal is praiseworthy, some elements of the proposal cause us concern, and I'd like now to bring these matters to your attention.

We strongly believe that standards for education personnel, those teaching the basic skills, hired by prime sponsors and/or community-based organizations for programs they administer, must be equivalent to those for personnel in the public schools in the prime sponsor area. Certification must be required for those teachers. Similarly, a Davis-Bacon concept should prevail to assure that these non-lea teachers receive wages and benefits comparable to those of teachers in the lea's bargaining unit. If this stipulation needs to be legislated, we ask that you put it in the bill.

The bargaining agents for teachers in the prime sponsor area must be aware of the prime sponsor or cbo programs. Teacher bargaining agents should be recognized as mandatory "labor organizations" for purposes of reviewing prime sponsor plans. This recognition would do much to eliminate severe problems teacher bargaining units have experienced when CETA programs have been operated without their involvement or awareness.

Schools 7-12 involved in the youth employment program may properly be held accountable for imparting the basic transferrable job skills. But the school-based programs should not be held accountable for actual after-graduation job placement. Where vocational education agents are willing and have the capability to be engaged in placement and are doing so successfully, they may wish to continue to be held accountable for placement. Decisions concerning accountability should be made at the local level. It should be noted that after-graduation job placement is an excellent example of an area where the type of cooperation among the schools, prime sponsors, and private sector envisioned in the proposal can benefit the recipients of the program.

We question the proposal's design for the state administration of the vocational education component. Once the basic grant for vocational education has been made available by the state vocational education authority to the lea, the lea and the local vocational authority should be solely responsible for coordinating plans and programs. The specifications require, however, that the state vocational education authority approve local plans for the vocational education component. Such a procedure is wasteful of time and money. The vocational education component should require only the approval of the leas; joint lea-vocational education decisions should be made at the local level without state intervention.

We believe that inservice teacher education will be critical to the success of the youth employment program, and we are glad that the specifications seem to be mindful of this fact. One way such inservice training can be delivered is through Teacher Centers. We certainly believe that Teacher Centers should be eligible to compete for available dollars under this program to provide inservice training.

Our last caveat concerns the ESEA-type bypass procedure envisioned for involving nonpublic school students in youth employment programs. While we recognize that this provision is intended to conform to the child-benefit theory, we believe it is unwise to the point of absurdity for the Congress to seek means of funding nonpublic school programs when the funding of those programs in the public schools in inadequate. This program should serve all eligible populations, but since it is unlikely that financial resources necessary to do so will be provided even to the public schools, students who want to receive the services should be required to go to the public schools where the services are available.

We further question the provision in the specifications which would make available direct grants from the lea to "nonsectarian private schools." Frankly, I think this provision would be virtually meaningless in application. The number of nonsectarian private schools with populations of low enough income and achievement to qualify would, I suspect, be too few to justify opening up the Pandora's box of mischief which would likely ensue from any serious consideration of direct public aid to nonpublic schools.

Finally, Mr. Chairman, I'd like to say that the youth employment program ideally should serve all the school age population in a school district who meet the poverty-achievement criteria for eligibility.

We've seen too much of the inequity caused by the targeting procedure which has been implemented to deal with inadequate funding of Title I ESEA, and we would hate to see this ambitious and needed new program condemned to the same fate. We would prefer that sufficient funds be made available for the youth employment program so that targeting of specific school sites based on concentration of eligible students would not be necessary. We hope that the Congress shares our concern.

NEA stands ready to work with you to secure passage of this important new initiative. Thank you.

B79-18. Vocational Education

The National Education Association believes that preparation of students for vocations and productive jobs should be a basic policy of secondary and higher education. Educational programs, which will assure equal opportunity for occupational development, should be developed for all students. A continuing comprehensive program for training, retraining, advancement, and promotion should be provided for students who have completed minimal state attendance requirements.

The Association supports vocational and technical education as a major component of education. To be effective, vocational and technical education should be preceded by career awareness and exploration programs. These exploratory courses should be incorporated into traditionally academic courses and into existing industrial and practical arts education courses. (76)

[Advance copy of the legislative specifications for the Administration's Youth Unemployment Initiative: Formal transmission of these specifications to the Authorizing Committee members will follow.]

2/19/80

SPECIFICATIONS FOR THE YOUTH ACT OF 1980

TITLE I - YOUTH EMPLOYMENT AND TRAINING

I. General Purposes:

The goal of the Youth Employment and Training Title is, in coordination with the Department of Education's Youth Education and Training Title, to increase the future employability of disadvantaged youth. Principal objectives are to increase the basic literacy and workplace skills of disadvantaged youth through a carefully-structured combination of education, training, work experience, and related services. This title is designed to help achieve these objectives through increased targeting of both services and funds to provide the optimum mix of services to those youth most in need. It also puts into effect a major grant consolidation designed to increase local accountability for program performance while reducing reporting and other paperwork requirements. Other purposes of the legislation are to increase local decisionmaking on the mix and design of programs, provide extra resources for distressed areas, provide incentives for promoting national objectives and special purposes, promote linkages with education, improve access to private sector employment, assist in improving staff and program capacity for those who provide the services, and establish trustworthy job references for participants.

II. Authorization:

The youth employment and training legislation will revise and extend, through fiscal year 1984, Title IV-A of the Comprehensive Employment and Training Act (CETA), and will also revise Title IV-C of CETA (the summer youth employment program) in certain respects to bring it into programmatic conformance with revised Title IV-A. Such sums as may be necessary will be authorized to be appropriated for the revised Title IV for fiscal years 1981 through 1984.

The authorization for the Job Corps (Title IV-B) and the Young Adult Conservation Corps (Title VIII) continue through fiscal year 1982 under the existing CETA law and will not be changed.

III. Participant Eligibility:

A. Age requirement

Youths age 14 to 21 will be eligible. Youths age 14 to 15 will not be eligible for stipended services during the school year, but could receive counseling, occupational information, and similar services. Also 14 and 15 year olds may participate in the summer program if an educational component is included.

B. Family income requirement

The family income of eligible youths must be below 85 percent of the Bureau of Labor Statistics lower living standard income level, except that up to 10 percent of each prime sponsor's funds could be used for youths who do not meet such income requirement but who otherwise demonstrate need for services. In addition, eligibility will be extended to severely handicapped, offender, or pregnant youths from families meeting needs standards prescribed by the Secretary, or youths attending target schools designated under the basic skills program in the companion education legislation regardless of income. The 85 percent lower living standard income eligibility requirement would replace the existing eligibility requirements for the existing subparts in part A as well as the summer program. Eligible youths aged 16-21 would be eligible for all services.

C. School status; education requirements

Both in-school and out-of-school youth will be eligible, except that young teenagers still subject to state school attendance laws must, of course, be enrolled in accredited school programs. Other youths must be enrolled in school or participating in an educational program leading to a high school equivalency degree (GED program), unless they already have a high school degree or its equivalent, or they must otherwise be willing to participate in a suitable educational or basic skills program or component. These education programs will be provided as part of a sequence of services made available to participating youth. Students enrolled in degree granting postsecondary programs would generally not participate except as provided for by the Secretary.

D. Prior lack of employment; waiting period and priority of service requirements

To reduce incentives to drop out of school, provide services to youths with greatest labor market difficulties, and encourage private sector job placements, the Secretary will issue regulations pursuant to the Act which establish requirements for lack of employment prior to program participation or for an unstipended period at the beginning of program participation. The Secretary will also set standards to insure that the neediest youth receive priority for service. These standards will recognize such traditional barriers to employment as length of unemployment, education attainment, sex, race, and physical handicaps. These requirements may vary by age or school status of the youth. Services such as counseling, assessment, provision of labor market information, and job placement will be offered in the initial unstipended period of the program.

B. Stipends, allowances, and compensation

It is the intent of these programs to provide income primarily for work. No stipends would be paid to school-age youths (under 18) for the time spent in an educational or an institutional training program, except in exceptional circumstances as specified by the Secretary in regulation. For youth above school age, stipends would not be precluded. For low-income students, allowances may be paid to cover the documented costs of program participation (e.g., transportation). Also, modest performance incentives may be provided for all participants at the discretion of the Secretary pursuant to regulation. These would not be payments merely for time spent in an education program. The intent is to defray participation costs and reward improvement, while avoiding incentives for youths to drop out of school and assuring that youths are not participating in training merely to get income.

Compensation will be paid for work performed by participating youths of any age. The existing wage provisions in section 422 of CETA, and the anti-substitution and labor consultation provisions of section 443 of the current law will not be changed.

IV. Framework of Legislation:

The new legislation would consolidate the existing subparts of Title IV-A and revise Title IV-C. In the existing Title IV-A, two of the three subparts are now categorical for types of projects and the third is comprehensive. The three subparts would be replaced by the following new subparts differentiated by the extent of local and Federal responsibilities.

Subpart 1 -- Grants for Basic Programs and Services (not less than 68 percent of the funds available for Title IV-A)

Subpart 2 -- Incentive Grants (not less than 22 percent of the funds available for Title IV-A)

Subpart 3 -- Secretary's Discretionary Program (not to exceed 10 percent of the funds available for Title IV-A)

A. SUBPART 1 -- GRANTS FOR BASIC PROGRAMS AND SERVICES (not less than 68 percent of Title IV-A funds)

1. Allocations for Basic Programs

(a) General purpose basic grants to prime sponsors would constitute 59 percent of the total funds available for grants under this part. (The remaining 9 percent is to be set aside as described in item (b) below.)

- Two-thirds (of the 59 percent which this part would make available for basic grants to prime sponsors) would be distributed as general allocations among all prime sponsors according to the current YETP (subpart 3) formula.
- Concentration grants, constituting one-third of the basic grant funds allocated to prime sponsors, would provide extra funds to those prime sponsors with very large concentrations of disadvantaged youths, for the purpose of providing intensive programs and services in distressed areas. A highly-targeted formula is being developed for these supplementary allocations.

(b) Special statewide services and programs for Native American youths and migrant and seasonal farmworker youths (a total of 9 percent of Title IV-A funds). The legislation would continue the existing law's set-asides of funds to Governors for special statewide youth services (5 percent of Title IV-A funds) and to programs for Native American youths (2 percent) and eligible youths in migrant and seasonal farmworker families (2 percent).

2. Use of funds

Both the generally-distributed allocations to prime sponsors and concentration allocations would be available for use as general purpose basic grants. A wide variety of services, as currently available under YEDPA would be authorized. The intent is to authorize prime sponsors to provide the array of services needed to give each participant the skills needed to get and keep a job. Emphasis would be placed on efforts to overcome sex-stereotyping and on career development for non-traditional occupations and on efforts to assist the handicapped.

3. Program design

Prime sponsors would be required to develop well-designed and well-supervised programs focused upon the achievement of basic and occupational skills needed for and leading to employment in the regular economy. The object is to support programs of the caliber of Job Corps that will serve youth in non-residential settings.

The overall program funded with the basic grant would emphasize out-of-school youths, whether beyond high school age (18-21) or drop-outs of high school age (16-18).

Services for eligible in-school youth would be worked out in cooperation with LEAs and would emphasize exposure to labor market and career information as well as work experience carefully designed to support the education experience. Prime sponsors would support work experience and related services but not basic education in the schools or LEAs. Prime sponsors' subgrants for programs operated through community-based organizations, vocational and postsecondary institutions, and other alternative arrangements could be used for educational programs leading toward a GED or high school diploma but not for programs leading toward a postsecondary degree, except as provided for by the Secretary. Prime sponsors whose jurisdiction includes target schools funded under the companion education legislation will make adequate part-time work experience opportunities available to suport the program in those schools pursuant to an agreement with the LEA and in accordance with regulations specified by the Secretary of Labor, in consultation with the Secretary of Education.

Services for eligible out-of-school youth (including drop-outs) would emphasize development of basic literacy and computation skills for those who need them, supported with major emphasis upon employment opportunities and work experience. Training would be developed in cooperation with LEAs and Private Industry Councils (PICs) to assure its usefulness to employers and that as many as possible of the work opportunities are located in the private sector.

4. Performance standards

(a) Performance of participants and subgrantees

The prime sponsor's plan for its overall program would be required to assure strict accountability and performance standards designed to monitor progress carefully. Provisions must be set forth which --

(i) provide for establishing locally-developed benchmarks for measuring both the progress of and competencies acquired by individual participants;

(ii) provide for establishing locally the performance standards by which prime sponsors will measure the effectiveness of the specific programs and activities of subgrantees in terms of the adequacy and quality of inputs, such as supervision, training, and work-site supervision;

(iii) assure that the sequence of services, through which a participating youth progresses, is appropriate to that individual's needs and stage of development;

(iv) provide for compiling individual achievement records to document the participation and progress of individuals for each period of enrollment in an employment or training activity, to be available as a job reference for any youth wishing to use it for that purpose (and to be released only with the consent of such youth).

Benchmarks will be locally developed by prime sponsors, in consultation with LEAs, local educational agencies, private industry councils, labor organizations, and community-based organizations. Consistent with basic criteria issued by the Secretary, benchmarks will be developed in the areas of basic employability skills, work maturity (such as reliable attendance on the job), basic educational skills (such as reading, writing, computation, and speaking), and occupational competencies. Benchmarks would be designed to utilize achievement of minimum standards, such as returning to school, completion of a GED, etc.

(b) Performance of prime sponsors

The Secretary will establish prime sponsor performance standards based on program outcomes such as job placement, job retention, return to school, etc., as well as inputs related to program management, which are consistent with the standards for participants and subgrantees outlined above and suitable to the purposes of various programs. These standards will be revised annually based on prime sponsor performance and emerging knowledge about youth labor market problems and the impact of education, training, and employment programs on future employment and earnings. Federal emphasis on achieving the goal of increased future employability for disadvantaged youth will be expressed through use of these standards in assessing overall prime sponsor program performance as well as in evaluating applications for the incentive grants described below.

B. SUBPART 2 -- INCENTIVE GRANTS
(not less than 22 percent of Title IV-A funds)

Of the funds available overall for incentive grants under this subpart, the legislation would provide that not less than 38 percent be used for Education Cooperation Incentive Grants hereafter described. The remainder (up to 62 percent of this subpart) could be used for other Special Purpose Incentive Grants, described in item 1 below.

1. Special Purpose Incentive Grants

The Secretary of Labor would make Special Purpose Incentive Grants to prime sponsors (as well as States and Native American and migrant and seasonal farmworkers youth program) committing a matching percentage, as established by the Secretary, from their allocations from the general purpose basic grants under other subparts of this Title IV or from Title II-B or other CETA programs, or from non-CETA funds. The Secretary would be authorized to require varying matching percentages for different special purpose categories.

These grants would be awarded for programs and projects designed to assist in meeting national or special objectives described in the legislation and any additional Secretarial objectives specified in regulations. Such purposes may be types of projects (e.g., weatherization); programs focused upon groups needing special services (e.g., youths with special needs, pregnant teenagers and young mothers, youths with language barriers, offenders and institutionalized populations); and special arrangements for the delivery of services (e.g., through the private sector, community-based organizations, community development corporations, and other intermediaries).

There would be no specific statutory formula for allocating these funds. However, the Secretary would apportion Special Purpose Incentive Grants for various special purpose objectives on the basis of appropriate factors, such as dropouts, high incidence of poverty, unemployment, sudden loss of employment in industry or agriculture, etc. The preliminary apportionments for each such special purpose objective would be published in the Federal Register on a timely basis so that prime sponsors would know how much funding they would be eligible to receive if they plan to commit the required matching percentage of their otherwise available resources for such purpose.

Funds would be granted based upon an acceptable program design. Only prime sponsors with satisfactory past performance would be eligible for Special Purpose Incentive Grants. Incentive grants are not permanent funding -- priorities may change, and renewal of funding would be conditional on acceptable performance and attainment of agreed-upon goals for special programs as well as on availability of funds.

2. Education Cooperation Incentive Grants

The Secretary of Labor would make Education Cooperation Incentive Grants available to prime sponsors to carry out programs developed on a cooperative basis with education institutions.

Grants would be available to prime sponsors to cover part of the costs of programs to be carried out pursuant to agreement with a local educational agency or agencies. The remaining costs would be funded out of general purpose basic grants, Title II-B or other CETA programs, and be coordinated with commensurate resources provided by the education institution to insure integrated programs linking employment activities to the classroom experience. These funds can be used to support work experience in the target schools funded under the companion education legislation. A second priority is support for alternative education programs to attract dropouts back to school. As in the case of the basic grants, these funds would be used for work experience and related activities, but not basic education in the schools of any local educational agency. Subgrants can be developed with community-based organizations, vocational schools, postsecondary institutions, and other alternative arrangements for educational programs leading toward a GED or high school diploma. Programs operated with postsecondary institutions could not include courses leading toward a postsecondary degree, except as provided for by the Secretary. The intent is to enable prime sponsors to purchase services for youths as needed from postsecondary institutions but not to provide general student assistance for postsecondary degree granting programs.

(The Education Cooperation Incentive Grants are designed to achieve the objectives of the existing law's requirement that at least 22 percent of each prime sponsor's YETP allocation under subpart 3 be used pursuant to agreement with a local educational agency.)

The Secretary of Labor would initially apportion funds available for Education Cooperation Incentive Grants sufficiently in advance of the beginning of each fiscal year to enable joint CETA-education planning to take place. Initial apportionments would be made based on the same formula as is used for basic grants, and in the same proportions (two-thirds YETP formula, one-third highly-targeted formula).

C. SUBPART 3 -- SECRETARY'S DISCRETIONARY PROGRAM (not more than 10 percent of funds for Title IV-A)

Funds available for use in the Secretary's discretion under this subpart would not be limited to prime sponsors but could be provided through other public or private agencies or organizations. Such financial assistance could be used for such purposes as staff training and development; interagency programs; large-scale projects; arrangements with community-based and neighborhood organizations, private sector intermediaries, labor-related organizations, and local non-profit corporations; and knowledge development and dissemination. Activities involving training, technical assistance, knowledge development, and dissemination will be planned and carried out in coordination with similar activities under Title III.

- D. TITLE IV-C -- SUMMER YOUTH EMPLOYMENT PROGRAM

The summer youth employment program, which under the existing law is authorized through fiscal year 1982, will continue to have a separate authorization and specific allocations will be made to prime sponsors. The existing allocation formula, authorized through fiscal year 1982 under the current CETA law, would not be changed. However, plans for summer youth programs will be consolidated into prime sponsors' overall general purpose basic grants under the proposed new Title IV-A. In the summer program, 14 and 15 year-olds may participate if the program also includes an educational component. As noted previously, the income eligibility limit, now 70 percent of the lower living standard, would be raised to 85 percent to conform to the new legislation.

V. Advisory Councils and Review Committees

Title IV now requires each prime sponsor to have a youth council under the prime sponsor's planning council. The new legislation would retain the youth council requirement, but language would be added to allow prime sponsors to estabish a Youth Opportunities Council consisting of members named one-third by the prime sponsor, one-third by local educational agencies, and one-third by the private industry council. The companion education legislation would, in complementary fashion, provide that if a CETA Youth Opportunities Council is so constituted, it can serve as the review council for basic skills grants. Adequate representation in the youth councils from minority and other disadvantaged youths must be assured.

CETA Title V would be amended to provided that the National Commission on Employment Policy establish a committee on youth to consider the problems caused by youth unemployment, and to advise the President, the Secretary, and the Congress on the effectiveness and quality of training and employment policies and programs affecting youths, and to make recommendations to enhance interagency coordination of youth programs.

VI. Special Considerations

We must assure that the staff administering youth programs at the local level provide maximum employment opportunities for the eligible population to be served, and that prime sponsors make special efforts to recruit and hire qualified persons reflecting the significant demographic segments of the population residing in the area. Those requirements were explicitly set forth with respect to the administration of all CETA programs in the 1978 CETA Amendemtns (sec. 121(b) (1)(B)) and are clearly applicable to CETA youth programs.

In addition, the general provisions of CETA require (1) review of prime sponosr plans by labor organizations and such consultation is applicable to the programs under the youth title, and (2) special consideration for community-based organizations of demonstrated effectiveness (which includes community development corporations), a requirement likewise applicable to all titles of CETA including the youth title.

VII. Transitional Provisions

The youth legislation would provide for a phased transition, authorizing the Secretary to permit prime sponosrs to continue existing local CETA youth programs started under current Title IV-A through fiscal year 1981, as they move ahead upon enactment with planning and organization so that new programs can be started in fiscal year 1981 and become fully operational in fiscal year 1982.

February 19, 1980

TITLE II - YOUTH EDUCATION AND TRAINING

General Overview

I. Findings

- High levels of youth unemployment are found predominantly among disadvantaged and minority youth, particularly when they are concentrated in poor urban and rural areas.
- Key factors contributing to high rates of youth unemployment are the lack of basic reading, writing and computational skills and lack of knowledge of general employment and job seeking skills.
- Schools can play a critical role in efforts to improve youth employment through basic and employment skills development. Most existing Federal and state assistance for special educational services for disadvantaged students is channeled to elementary school students. However, the problems which contribute to youth unemployment are concentrated at the junior and senior high school levels.

II. Purposes

- To reduce youth unemployment by promoting mastery of basic and employment skills among disadvantaged youth in grades 7-12, through a system of support for locally developed school based programs.
- To target resources and services on schools with high concentrations of poor or low-achieving students in urban and rural areas with large numbers or high percentages of poor youth.
- To promote effective partnerships among educators, employment and training officials and private sector employers to address the problems causing high youth unemployment by providing opportunities for the development of a system linking education and training and work experiences for disadvantaged youth.

III. Authorization

Title II of the Youth Act of 1980 will have an authorization for appropriations of such sums as may be necessary for payments during fiscal years 1981, 1982, 1983, and 1984.

IV. General Description of Program

A. Grants will be awarded to state and local educational agencies and eligible schools with students in grades 7-12 for planning and implementing basic and employment skills improvement programs at the junior and senior high school levels. The vocational education system is a major partner in the program. In school year 1981-82, the program will serve approximately 1,000,000 youth.

1. Within a school district, only schools with the highest concentrations of poor students or low-achieving students will actually receive funds.

2. A local school's program must be tailored to the specific needs of students at that school.

3. Each local school's program must be developed through a process that requires the close cooperation of all elements in the local community: teachers, school administrators, parents, students, the prime sponsor, private industry, labor unions and community based organizations.

4. Each school must carefully define objective goals for its program and must establish appropriate means of assessing progress towards the achievement of those goals.

B. All activities must be school focused and must emphasize serving needy, low achieving, 7th-12th grade students in eligible schools, while not isolating students from the mainstream of school activities.

1. The nature of school programs to enhance basic skills competency must be founded in a basic rationale or method, such as intensive small group training; peer or cross-age tutoring, or methods which clearly extend the time students spend learning basic skills such as after school or summer school programs.

2) School programs must focus on integrating basic skills improvement efforts into the school experience and should involve the entire school curriculum in enhancing the achievement of needy youth in basic skills (e.g. through the use of special curricula, the provision of in-service training for all teachers, etc.).

3) Students in grades 7-12 must be exposed to information about the work world, including counseling on employment. Needy students will have a locally developed employment record which may serve as a resume. The record will be developed in close coordination with the CETA prime sponsor.

4) Students in grades 10-12 may have the opportunity to participate in an occupational training skill or a work experience program closely related to the educational program (work-study, cooperative education, etc.).

C. Funds may not be provided for any activity or program which discriminates or stereotypes on the basis of race, sex, ethnicity or handicap.

TECHNICAL SPECIFICATIONS

I. Allocation of Funds

A. General

1. Planning Year Funds. $50 million are requested for FY 81 and will become available in October 1980. Planning funds will be distributed in the same relative proportion to Federal/state/local governments as implementation funds.

2. Implementation Funds. $850 million are requested in forward funding for FY 81 to be available 7/1/81. The authorization for FY 82-85 will be "such sums as necessary."

B. Set-Asides

1. Federal Activities. 1% (with a maximum of $10 million) of the total appropriation will be set aside for the Secretary for such activities as demonstrations of exemplary ways of linking local schools and the prime sponsor, interagency programs, efforts to link together the private sector and the schools, model programs for training teachers and administrators to work with youth served by this program, incentives for especially effective, imaginative alternative school settings, and other activities which demonstrate effective approaches to meeting the purposes of this Act.

2. The Territories and the BIA schools. 1% of the total funds will be set-aside for use by the territories and the BIA schools. The distribution of these funds will be determined by the Secretary.

C. Formula Grants

Overview. The remaining 98% of the funds will flow to states on a forward funded basis. One and one-half percent (1.5%) of these funds will be used by the states for the purposes of technical assistance, administration, and monitoring and enforcement.

Part I

87.5% of the remaining formula funds will go to basic formula eligible counties.

a) 75% of these basic formula funds will flow through the elementary-secondary system (basic grants).

b) 25% of these basic formula funds will flow through the vocational education system (vocational grants).

Part II

12.5% of the formula funds will be allocated to states by a supplemental formula to meet the needs of special populations (migrant and institutionalized neglected and delinquent youth), to LEAs that have especially high need schools but are outside of basic formula eligible LEAs, and for schools in eligible LEAs that need extra funds to carry out their programs.

D. Part I -- Basic Formula

1. Determination of Eligible Counties.

Eligible counties must have a minimum percentage of poverty children or minimum number and percentage of poverty children. The count of children for allocation will include all poverty children over the minimum percentage in the counties qualifying under that provision or a fraction of all poverty children above the minimum number for counties which are eligible under that provision.

2. Technical Specifications of the Basic Formula.

a) The 1970 Census will be used to determine the distribution of funds until 1980 census data become available.

b) "Poverty children" are defined as children aged 5-17, inclusive, whose families' income is below poverty.

c) The Orshansky poverty index (which takes into account income, family size, and location) will be used to define "poverty." In counties where AFDC payments are higher than the Orshansky Index, the number of children in families receiving AFDC will also be counted.

d) The number of poverty children will be multiplied by the state per pupil expenditure (within 80-120% of the national per pupil expenditure) as an allocation multiplier to reflect regional differences in education expenses.

3. Minimum County Grant.

a) The minimum county grant will be $25,000. No county which would receive less than $25,000 under the basic formula will receive a basic formula grant. Basic formula funds unallocated due to the minimum county grant requirement will go to the state for distribution by the state along with the state supplemental formula funds for the purposes set out under E.2..

b) Within counties, districts will be allocated funds on the basis of their relative proportion of poverty children except that only districts with over 20 percent or 200 poor children may receive funds. Districts within counties may combine efforts to meet the provisions for size and scope of program.

4. Minimum State Grant.

No state will receive less than 1/3 of one percent (1%) of the basic formula funds. When 1/3 of 1% exceeds the funds that the counties of the state would normally receive under the basic grant, the excess funds will be allocated to the state for distribution with the state supplemental formula funds for the purposes set out under E.2..

5. Puerto Rico.

a) Puerto Rico will receive a share of the basic formula grant in proportion to the number of poverty children it has relative to the total number of poor children in the fifty states, the District of Columbia and Puerto Rico:

i) The per pupil expenditure used as a multiplier for the calculation of its share of the funds will be 30 percent of the lowest state's per pupil expenditure.

ii) Funds will be distributed to the most needy schools in Puerto Rico on the same basis that they are distributed by an LEA.

E. Part II -- Supplemental Formula

12.5% of the formula grant funds will be allocated by SEAs and are to be used for the same purposes as the basic grant funds.

1. 1/5 of these funds will be distributed to the states on the basis of the incidence of migrant, institutionalized neglected and delinquent children within each state to be used for programs for these youth. The SEA will be required to coordinate program activities with CETA to serve 13-19 year old migrant and institutionalized N&D youth.

2. 4/5ths of these funds will be distributed to the states, the District of Columbia and Puerto Rico in proportion to the incidence of poverty school-aged children following the technical specifications under D.2. These funds will be used to provide grants to LEAs for services in:

   a) Needy schools in districts not eligible under the basic formula.

   b) Eligible schools in eligible districts that have not received sufficient funding under the basic formula.

II. Federal Role

The Secretary will be responsible for providing technical assistance to state and local education agencies, for stimulating creative and effective uses of program funds, for conducting appropriate and timely evaluations, for monitoring and enforcing the statutory and regulatory provisions applicable to this program, including the provisions of the General Education Provisions Act (GEPA), as amended, and for otherwise taking necessary steps to ensure the effective administration of this program.

III. State Role

A. Overview: 1.5% of the funds allocated to each state will be used by the SEA for: providing technical assistance to eligible local districts during the planning and implementation phases of the program; monitoring and enforcing compliance by the districts with the legislation and regulations of the program; conducting evaluations; and carrying out other activities related to the administration of the program.

1. The SEA will provide to the Secretary a document which describes how it will administer the state funds for special populations and for school programs in LEAs which are not funded or insufficiently funded by the basic formula, how the sole state agency for vocational education will administer the vocational education set-aside, and how the state will carry out its technical assistance and coordination roles. The information to be contained in this document is set out in Sections B, C, and D of this part.

   a) The SEA will be required to update this document whenever its procedures or processes change.

   b) The SEA must submit this document for approval by the Secretary prior to the state receiving either the 1.5% set-aside for the state or the state supplemental formula funds.

2. The state must provide to the Secretary a plan which sets out provisions of its monitoring and enforcement activities. The information to be contained in this document is described in Section E of this part under Monitoring and Enforcement.

B. State Administration of Supplemental Formula and Special Population Funds

1. The SEA will supply the Secretary information outlining the state's procedures for using state funds allocated under the supplemental formula for programs in districts not served or underserved by the basic formula grants.

   a) One-quarter (25%) of the supplemental formula funds will be administered by the sole state agency for vocational education. The procedure used by the sole state agency in administering this funding must be closely coordinated with the SEA.

   b) In awarding state supplemental funds to local districts with needy schools, the state must require the development of a school based plan and use the same criteria and accountability controls required of an LEA which selects schools for funding and monitors their progress.

   c) The state must set out the statewide criteria it will use for the identification of LEAs with eligible schools, the procedures it will use for allocating planning funds to the LEAs, its plans for evaluating the promise and quality of school-based plans and for awarding grants, and its proposed procedures for monitoring the process and outcomes of the local projects funded directly by the state.

d) The SEA and the Governor will designate members of the State Employment and Training Council, the State Advisory Council for Disadvantaged Children and the State Advisory Council for Vocational Education in equal numbers to serve as an advisory body to the SEA in making its decisions regarding school based program applications.

2. The SEA must adopt procedures and means for developing effective programs using the state funds for migrant and institutionalized neglected and delinquent youth. It must closely coordinate these efforts with state and Federal programs (such as ESEA Title I's Migrant Education Program) serving these youth. In addition, the SEA must work closely with state employment and training programs and with the State Board of Vocational Education to ensure effective use of these funds. In particular, the SEA must show how it will coordinate funds for migrants under Section 303 of CETA with funds available under this program.

C. State Administration of Vocational Education

1. The sole state agency for vocational education (the "sole state agency") will be responsible for the administration at the state level of the 25% of the basic and supplemental grant funds earmarked for vocational education.

2. The basic grant earmarked for vocational education will flow from the sole state agency to eligible LEAs to be used with the other basic grant funds. In states where the local vocational education districts are not identical to the local education agencies, the sole state agency will ensure that the plans for the vocational education activities are tightly coordinated with the local education agencies in the same geographic area.

3. The sole state agency will be responsible for approving local district plans for vocational education. In states where the sole state agency and the SEA are not the same, these plans will have to be signed-off by the Chief State School Officer.

4. The sole state agency will receive a share of the state's 1.5% of the set-aside for administrative purposes including technical assistance, monitoring, and enforcement.

D. Technical Assistance and Coordination

The SEA must provide information to the Secretary regarding how it will meet the following requirements:

1. The SEA must devise ways for providing technical assistance to needy LEAs, particularly in poor rural areas. It must develop plans for the type, scope and frequency of its technical assistance.

2. The SEA must develop effective procedures to eliminate duplication of activities and enhance the impact of this program by ensuring coordination at the state level between this program and state employment and training activities. This includes working with the balance of state prime sponsors, the state Employment and Training Council, the Governor's Title XX plan and activities funded in support of it, the Governor's youth program set-aside, and the State Occupational Information Coordination Committee (SOICC).

3. The SEA must develop comprehensive strategies to address the youth unemployment problem of the state. It must coordinate the new program with other state and Federal education categorical programs, in particular state compensatory and state school improvement programs, ESEA Titles I and II, the Education for All Handicapped Children Act, the Bilingual Education Act (Title VII of ESEA), the Adult Education Act, the Indian Education Act and the Vocational Education Act programs.

4. In states where the SEA and the sole state agency for vocational education are not the same, the SEA and the sole state agency must work closely together to implement all aspects of this program.

E. Monitoring and Enforcement

1. The SEA will provide to the Secretary a set of assurances regarding the state's intention to comply with Federal law and regulations. The state will also provide to the Secretary a plan setting out provisions for monitoring and enforcing local compliance with all legislative and regulatory requirements. The plan must:

a) Set out requirements for state monitoring and enforcement activities and include provisions for site visits to major urban LEAs once a year and site visits to every project once every three years. The SEA must use procedures for monitoring which aid in the solution of problems rather than only routine monitoring approaches.

b) Set out the elements to be considered in monitoring (relationship to prime sponsor, methods of selection of needy schools and students, relationship of this program effort to other special programs, role of school site advisory council, etc.).

c) Set out the procedures that the state will use to carry out the provisions of Section 434 of GEPA specifically including the enforcement provisions of Section 434(b) relating to the suspension or withholding of payments to an LEA. Plans and enforcement activities described as permissive in Section 434 will be mandatory (e.g. replace "may" with "will").

d) Set out the division of responsibility for monitoring and enforcement between the SEA and the sole state agency for vocational education in states where these agencies are not identical.

e) Be reviewed by and agreed to by the Governor.

2. The SEA will review, as part of its monitoring and enforcement activities, LEA efforts to insure that schools develop and implement their school programs. The Secretary also has a responsibility under GEPA to insure that school programs utilizing education funds are operated appropriately.

3. As part of its activities directed at monitoring the quality and effectiveness of local programs, the SEA will collect from the LEA information about the progress that school projects within LEAs are making with regard to the schools' outcome objectives. The information will be specified by the Secretary. At a minimum, appropriate information about each school's absenteeism rates, dropout rates and locally set achievement benchmarks for basic and employment skills should be collected. In the first year or two of the program the SEA should look primarily at data such as absenteeism rates which are relatively easy to obtain. After the second year the emphasis should be equally on absenteeism and other indices such as dropout rates or achievement gains. The SEA will be responsible for initiating special technical assistance activities if it determines on the basis of these data or other monitoring evidence, that

an LEA is not fulfilling its responsibility to ensure the effectiveness of the local school program. If the special technical assistance fails to correct the problems, the SEA must initiate other corrective action under its authority under GEPA Section 434.

4. The SEA will provide the Secretary a summary of and analysis of the outcome information on a yearly basis in such form as the Secretary will prescribe.

IV. Responsibilities of the Local Education Agency (LEA)

A. Overview

The LEA will be responsible for developing and implementing procedures for identifying eligible schools, awarding planning and implementation grants, providing technical assistance to schools, coordinating district-wide efforts between education and the employment and training community, monitoring the quality of schools' efforts, and ensuring that needy private school students receive an equitable share of program funding.

B. Local District Selection of Schools for Eligibility

The LEA will have a set of legislative and other criteria to be published in the Federal Register to guide its selection of eligible schools. These schools will be eligible to receive planning and implementation grants.

1. An eligible school will contain one or more of grades 7-12. The LEA will have authority to select the mix of types of schools (junior/senior/middle/etc.), but schools must be selected for eligibility on the basis of characteristics of the student body -- not on the basis of the curriculum of the school. In order to have an effective program for reducing dropouts the LEA will be encouraged to target at least 50% of its funds into the 7-9th grades.

2. The LEA will rank-order schools on an objective measure of poverty and select schools for eligibility in order of highest concentration of poverty. The LEA may rank-order schools within grade spans in order to determine eligiblity. The use of school lunch eligibility, AFDC or other objective poverty measures would be appropriate. In addition, any school with over 75% of its student body below the 25th percentile in basic skills achievement on a locally selected and objective test of basic skills achievement will be eligible. The LEA might also use a similar objective measure which indicates that 75% of the student body of a school will have great difficulty passing a state competency examination.

3. In order to give the schools a framework to plan against and to ensure that school programs are of sufficient size and scope to have a strong and lasting impact, the LEA shall establish a minimum grant for each school.

   a) The minimum grant shall be equal to the greater of $25,000 per year or 30% of the state per pupil expenditure times the number of students in the school either who are counted as from poverty families or who are below the 25th percentile in basic skills on a locally selected and objective test. (The measures used to determine the number of students must be the same measures that the LEA used in ranking the schools for eligibility.)

   b) In the instance where the school receives special state or Federal program funds, such as ESEA Title I, and uses these funds to provide compensatory basic skills education for its low-achieving students, the calculation of the minimum grant may take these funds into consideration.

4. Approximately double the total number of schools that would be funded in a succeeding year may be selected as eligible for a planning grant.

5. No more than one-half of the schools in the district which serve 7-12th grade students will be eligible for a planning grant under this program where there are 8 or more schools serving 7th-12th grade students. (If 1/2 of the schools is a fraction the number should be rounded up.)

6. In instances, however, where a school system with greater than 8 schools serving 7-12th grades is successfully desegregated by income level, the LEA may request the state to approve an alternative approach designed to more effectively meet the needs of its low achieving students.

C. Local District Selection of Schools for Funding

1. Schools determined as eligible by the LEA will receive planning funds during the fall of the year prior to the time they will receive program implementation funds.

a) To ensure that schools are serious about the planning process, preliminary applications from eligible schools will be required by the LEA prior to awarding the planning grant. These preliminary applications need be no more than a basic letter of commitment to meet the requirements of the legislation and regulations.

b) Schools will submit completed plans to the LEA during the late spring of the year prior to implementation of their program.

2. Each succeeding year the LEA may designate additional eligible schools to receive planning funds and, subject to the availability of funds, may award additional implementation grants.

3. The LEA, with the advice of the education-work council, (see Section D) will be responsible for selecting the schools to participate in the implementation of the program on the basis of the schools' plans. The LEA may determine that a school receive no funding, a full three year implementation grant or funds for continued efforts to improve its plan.

4. The criteria the LEA will use in deciding among the school plans will be locally determined but must include:

a) Assessment of the quality of the school plan in meeting the needs of its students in the areas of basic skills and employment skills improvement, the use of approaches to in-service training that will enhance the capability of the entire school to meet the instructional needs of the low achieving students, the provision of information to students about work opportunities including plans to eliminate discrimination and stereotyping in career and work information, counseling and placement for work experience and the closeness of the relationship between the school. the private sector, and the prime sponsor. In addition, for high schools, the school plan must contain ways of integrating work experiences with the educational curriculum in order to motivate student achievement and retention.

b) Assessment of the clarity, appropriateness and importance of the school's short (yearly) and longer range goals in the areas of improving student achievement in basic skills, improving the retention of students (reduction of dropouts), reduction of the rate of absenteeism, elimination of discrimination and stereotyping and the placement of students in summer, school year, and after graduation jobs.

c) Assessment of the quality of the school's approach to involving the teachers, parents, students, private sector, the prime sponsor, and other parts of the community in developing the plan and in the on-going efforts of the school.

d) Judgment of the quality of the school's efforts to determine the nature of the needs of its students and the relationship of the needs of the students to the characteristics of the school's plan.

e) Judgment of the school's commitment and the quality of its plan to ensure full and free access of students to the benefits of the program -- without regard to race, sex, ethnicity, or handicap. Schools should be encouraged to present imaginative and thorough plans for overcoming stereotyping and other barriers based on race, sex, ethnicity or handicap.

f) Judgment of the degree to which the school's proposed program uses all available resources, including other Federal and state funds to achieve its objectives. Schools which propose to reprogram their local and state funds in the second and third years of the grant in order to allow declining Federal support from this program in those years shall be given special consideration.

5. The LEA will attempt to meet the funding levels requested by the schools whose plans are selected so long as the school has a substantial chance of implementing the specifications.

D. Education-Work Council

The LEA will be advised in developing criteria for eligible schools, awarding planning grants, allocating funds for private schools, and for making implementation awards by an advisory body (an education-work council).

1. The advisory body shall be appointed by the Superintendent and shall include persons selected according to procedures set out by the Secretary. These persons shall be representative of parents, youth, teachers, private industry, the prime sponsor, community based organizations, local and, where appropriate, state government, private schools, and labor unions.

2. The advisory body must have a sex and minority composition that approximates the composition of the population of the LEA (or service area).

3. At least one parent member of the council should be selected by the ESEA Title I District Advisory Council.

4. The council will review each school plan, provide to the Superintendent a written appraisal of each plan's strengths and weaknesses and make a recommendation about each plan. The council may choose to visit each school as a part of its appraisal of the plan.

5. In districts where the local government executive is the prime sponsor, and where there is an agreement between the local government executive and the LEA, the advisory body may serve as the CETA Youth Council as well as the Education-Work Council. In such cases the members of the advisory body shall be appointed as follows: one-third by the prime sponsor, one-third by the LEA, and one-third by the Private Industry Council.

E. LEA Responsibility for Program Accountability

1. LEAs will have primary responsibility for ensuring that schools develop effective plans to meet the basic and employment skills needs of their low achieving, limited English proficient, handicapped or otherwise needy students. When funding plans, the LEA must review and approve performance standards set by each school to judge its effectiveness in meeting its goals. While these performance standards may be different for different schools depending on the nature of the school's program and student needs,

they must include appropriate measures of basic skills achievement, the reduction of absenteeism and dropout rates, success in eliminating barriers to employment based on race, sex, ethnicity or handicapping condition and the relationship of the school to the private sector and the prime sponsor.

a) In the circumstances where a school successfully meets its short and long-term goals to a substantial degree, it should receive priority for refunding after the completion of its three year grant.

b) In the circumstances where a school clearly fails to meet its short-range goals (as indicated, for example, by a clear rise in the absenteeism rates), the LEA is responsible for requiring the school to examine and modify its program plans where appropriate. Failure to make requested adjustments could, at the discretion of the LEA, lead to the removal of funds from the school and use of them at another school site.

c) In the circumstances where, at the end of an appropriate period of time, it is clear that the long-term goals (such as reduction in dropout rates or clear increases in basic skill achievement levels) are not being achieved, the LEA will require the school to reconsider their instructional approach in their application for funding past the third year.

2. In allocating funds for the implementation of the school plans, the LEA must ensure that the requirement be met that each plan be for a program of sufficient size and scope to have a major and sustaining effect on the achievement, retention, and employment opportunities of the needy youth in the school.

3. The LEA will aso be responsible for ensuring (and the state and Federal governments will be responsible for monitoring) that:

a) The procedures used for selecting schools meet the law and regulations.

b) The procedures used for identifying needy youngsters in the eligible schools meet the requirements of the law and regulations.

c) The schools provide the extra services needed by the low-achieving or otherwise needy youngsters as spelled out in the schools' plans. The schools must keep records of the services provided to the needy youngsters.

d) The fiscal effort for the district is maintained.

e) The basic educational services provided to the schools which are eligible to be served by this new program are comparable to the services provided to schools in the LEA which are not eligible receive funding under this new program.

f) The funds for this program supplement and not supplant special Federal, state, and local program funds. Specifically, the LEA must ensure that the special Federal, state and local program funds be equitably distributed in the aggregate to schools eligible to receive funds from this program in comparison with schools not eligible to receive funds under this program.

g) The population of students in the schools selected to receive implementation grants reflects, in so far as possible, the racial and linguistic composition of the local district's needy student population.

4. The LEA will be responsible for ensuring that school based administrators have an effective means of coordinating their efforts with the CETA prime sponsor and with private industry.

V. Awarding Grants to Schools in Very Small Districts

A. Meeting the Minimum Criteria for Size of Program

In basic formula eligible counties which do not have districts which meet the minimum criteria for size of school program, two or more LEAs may collaborate and submit locally developed plans to the SEA. These plans must contain the same elements as the plans that LEAs in urban areas require of their schools. They must show how the districts and schools in the county will collaborate to develop a plan of sufficient size and scope to have a major and sustaining impact on low achieving or otherwise needy students. States will offer assistance to local districts for the development of their plans.

B. Districts with only one Eligible School

Districts which contain only one school eligible for funding must submit to the state a plan with the same elements as plans required of schools in urban settings.

C. Combining Advisory Councils

Districts where only one school is eligible for funding may combine their district and school-based planning councils.

VI. The School Role

A. Overview

One fundamental premise of educational programs under this legislation is that they are based at the school site and involve the coordination and dedication of all of the school's resources to meet the needs of low achieving, limited English proficient, handicapped or otherwise needy youth.

B. School Site Planning Process

An eligible school may develop and submit a three year plan during the year preceding implementation of the school's program.

1. The school principal has the responsibility for developing and submitting the three year school plan to the LEA. The principal must consult with the LEA during the development of the plan.

2. A school principal may use the planning funds to enable staff to work on the plans, to facilitate coordination with the community, or in other ways to improve the quality of the plan. The plan must be the product of the school and the local community. Planning funds may also be used for inservice training to prepare school staff for the implementation of the program.

3. The school must establish a school site council which shall be chaired by the principal, and which shall include persons selected according to procedures set out by the Secretary. These persons shall be representative of teachers, students, parents, private industry, community based organizations, labor unions, and prime sponsor. Representatives of the school's teachers must make up at least 1/3 of the council. This advisory body must have a sex and minority composition that is broadly representative of the composition of the school's population.

4. The school site council must participate in the development of the school's plan and must approve submission of the plan to the LEA.

5. For school programs which link together the prime sponsor and the schools, the prime sponsor shall sign-off on the school plan before it is submitted.

C. The Goals and Objectives of the School

The school plan will include specification of the goals of the program including objective measures for assessing improvement in the areas of basic skills for low-achieving students, reduction of dropout rates for the school, reduction of absenteeism rates and enhanced employment prospects for the youth of the school and the elimination of discrimination and stereotyping.

1. The basic skills goals of the school should be developed in close cooperation with the private sector and the prime sponsor, and should include clear delineation of the fundamental competencies that school graduates need to obtain gainful employment.
2. The reduction of absenteeism and dropout rates must focus on short and long-range objectives. In the case of absenteeism, in particular, the attainment of the school's goals may be seen as a necessary condition for successful attainment of the basic skills achievement goals.
3. Goals relating to summer, school year and after graduation employment for students should be developed in close cooperation with the prime sponsor and representatives of the private sector.
4. In addition a school plan should spell out goals for and ways in which the school will attract back to the school school-aged youth who have previously dropped out.
5. The plans must describe how the school will provide equal access for all youth without regard to race, sex, language, or handicapping conditions to all aspects of the program for which they are in need. The plans must include goals and objectives for overcoming occupational stereotyping.

D. School Program Plans and Strategies

1. The school site council will remain in place during the three years of an implementation grant. During this time, it will provide aid to the principal and faculty of the school to help them improve the effectiveness of programs of the school with regard to the goals of the school plan.

2. Program strategies for the attainment of the school's goals must focus on the specific basic skill needs of youth within the school.

    a) Intensive small group efforts, peer tutoring, after school, summer sessions or other methods which increase the time students spend learning basic skills and which have a justified rationale for improving student achievement in basic skills, must be made available for low achieving youngsters.

    b) In addition, the school plan and program must address approaches for involving the entire school faculty and curriculum in enhancing the achievement of needy youngsters in the basic skills areas. Plans must show how all the staff involved with the needy students will benefit from successful implementation of the program. The program should include in-service training for teachers, counselors and school administrators in ways of improving and reinforcing student achievement in the basic skills by such means as integrating basic skills instruction with other subjects such as English, science and vocational education and with on-the-job learning experiences.

    c) The school program may include the provision of support services (e.g. child care, transportation) to enable needy students to participate. Program funds may be used for these purposes only if the school plan demonstrates that they are critical to the success of its program and if no other funds are available for them.

3. In the areas of employment skills, needy students in grades 7-9 must be given the opportunity to learn about work including work that is non-traditional for their sex, and be given counseling in the area of employment. Information about summer work opportunities must be made available to the needy youth in coordination with the CETA prime sponsor.

4. In grades 10-12, needy students should have the opportunity to enter into an on-the-job learning program (cooperative education, work-study, pre-apprenticeship and apprenticeship models, etc.) which is closely coordinated with the educational program. Priority must be given to placement of students in private sector jobs. The work component must be closely supervised by the school based on an agreement between the school and the employer.

The wages for these students must be paid for by the private employers or the prime sponsor. The job placement efforts of the school should draw upon the resources of the prime sponsor. In addition, these students must receive comprehensive counseling in the areas of employment and job placement including information about and opportunities for work that is non-traditional for their sex.

5. Imaginative approaches to enhancing the motivation of students to learn basic skills and to attend and stay in school should be encouraged. Ways of providing job counseling within the framework of coordinating the education and employment aspects of the program should be encouraged. This could include the employment of program coordinators for especially large school programs.

6. The school plan should include a description of the ways in which the school will make its program attractive to students aged 16-19 who have dropped out of school. The plan should also set out the ways in which the school will work with the prime sponsor or other institutions to encourage dropouts to return to school.

7. Part of the school program will be the development for needy youngsters of a basic skills and employability record which will contain elements agreed to by the prime sponsor, the PIC (or similar body representing the private sector) and the LEA. The LEA should take the lead in making these records comparable among schools in their jurisdiction. The record will contain evidence of whether the student has mastered certain well defined basic and employment skills that are relevant to employers. These records may be shared between the prime sponsor and the school system with the permission of the student.

VIII. Vocational Education

A. The Vocational Education Part of the Basic Formula

1. Distribution of Funds

a) 25% of the basic grant formula funds will be used for vocational education.

b) All of the funds are to be spent in eligible basic youth formula districts. In states with non-identical elementary-secondary and vocational education districts the sole state agency must work with the local vocational system and the local education agencies to ensure adequate coordination. The funds from both the basic and vocational grants must serve the same geographic areas.

c) Each eligible county will receive its entire formula allocation of vocational education funds.

2. Target Groups.

a) For in-school youth, the funds must serve needy youth in schools eligible under the selection criteria used by LEAs to determine school eligibility for the basic education grant funds.

b) At least 15% but not more than 30% of the funds must be spent on services for CETA eligible youth 16-19 years old who have dropped out of school without graduating. The precise percentage will be determined by the LEA and approved by the sole state agency which administers vocational education. The sole state agency may waive the requirement that a maximum of 30% be spent if the LEA presents a compelling argument for a larger percentage.

B. General Provisions

1. The vocational education requirements at the local level, including the selection of eligible schools, the awarding of planning and implementation grants, and the monitoring of progress, will be identical to the requirements for the use of the basic formula funds.

2. In addition, the LEA in cooperation with the locally responsible vocational education agency will develop a three year plan with yearly updates as necessary for submission to the sole state agency. For the first year of the program the LEA will submit a preliminary plan by 11/30 showing how funds will be divided among services for "in-school" and "dropped-out" youth and how planning grants will be awarded. A complete three year plan will be submitted to the SEA by 5/31.

a) The plan will contain information about the way in which the LEA will determine the allocation of its basic formula vocational funds between services for youth regularly enrolled in schools and services for youth who have dropped out of school; the strategies it will employ for serving both kinds of youth; the procedures and process it will use to allocate funds; and the administrative procedures it will use.

b) The local vocational education plan must be signed off by the local prime sponsor in instances where the local prime sponsor jointly funds programs described in the plan.

C. Programs for Youth Regularly Enrolled in Schools

1. Basic formula vocational funds at the local level must be used in conjunction with other basic formula grant funds to establish programs to improve the basic skills, employability skills and the special occupational skills of students in grades 10-12.

a) In the case of occupational skills training, the vocational funds must be used only for new training slots in occupational skill areas for which there is a clear and documented local need for increasing the supply of labor. Priority must be given in this instance to extending the use of existing facilities and skill training laboratories for needy youth. One indication of the clear need must take the form of a written agreement between the local education agency and the Private Industry Council (PIC) (or a similarly constituted body if no PIC exists) chairperson that such need exists and that the local business and industry community is committed to finding jobs for successful graduates of the occupational training programs including the placement of graduates in jobs that are non-traditional for their sex.

b) Priority at the local level generally would be for enhancing employment skills instruction through expanding cooperative education programs and other approaches to on-the-job learning that are closely connected to basic skills training.

2. At the local district level where the vocational education and the regular elementary-secondary districts are identical, schools eligible for vocational education grants must be identical to the schools eligible for the other basic formula grant funds.

3. In states where the vocational education system and the elementary-secondary system are not coincidental, the two systems in the same geographic area (under state coordination) must agree on the criteria to determine eligible schools.

4. In their planning efforts, schools must give top priority to the basic skills needs of their students in the development of their plans.

    a) Schools serving grades 7-9 may not apply to the LEA for vocational grants.

    b) Schools serving youth in grades 10-12 may apply for integrated basic and vocational education grants or for only a basic grant.

    c) Schools applying for vocational funds must show how their planned new activities ensure that the basic skills needs of the students are fully met or will be met. They must also show how occupational training (if there is any) will reinforce the basic skills learning of their students as well as meet the requirements for private sector involvement for the occupational skills training. Their plans must also include programs and policies for eliminating discrimination and stereotyping.

    d) Schools will be allowed to use non-profit providers of vocational education services outside of the school, such as an area vocational technical school.

D. Program for Youth Who Have Dropped-Out

1. At least 15% but not more than 30% of the vocational funds may be used by local districts for out-of-school youth (16-19) who have not graduated from high school.

    a) The purpose of these funds would be to strengthen the capacity of the local school system and to provide programs to attract youth back into the system to provide these youth with the basic skills, employability skills, and special occupational skills necessary for them to obtain and hold gainful employment and to graduate from high school.

b) Vocational education services for these youth as set forth in the local district plan may be provided by the local district itself and/or by another educational agency or institutions either inside the eligible district or to which it normally sends students outside the district.

c) In order to spend these funds the local district must work with the local prime sponsor to:

   i) Identify the CETA eligible youth to be served.

   ii) Develop the methods to be used to serve the dropped-out youth: this would include identification of the services provider(s); the strategies for ensuring that the students receive the basic, employability and occupational skills necessary for them to graduate from high school and be placed in a job; the ways in which vocational youth activities will be coordinated with CETA work opportunities; and the commitment of the private sector to provide jobs if the funded activities include special occupational skills training. The plan must also include plans for the provision of support service from CETA, Title XX (e.g. child care, transportation) or other sources to ensure that youth are not denied access to this program.

   iii) Ensure that youth receive information and guidance about jobs, including information about jobs that are non-traditional for their sex.

VII. Private Schools

A. Participation

Private school students will participate equitably in the program:

1. LEAs will identify the proportion of private and public school students in the local district who are in poverty (the "formula population").

2. Low-achieving or otherwise needy private school students will be served by the LEAs in numbers proportionate to their representation in the formula population. Funds to serve these youth will be set-aside by the LEA.

3. The LEA will ensure that private school children are served on a basis comparable to public school children.

4. Priority will be given to serving students in schools with very high proportions of poor or low-achieving youth.

B. Programs

Private school students may be served in two different ways at the option of the LEA. The Superintendent, with the advice of the Education-Work Council, will determine the allocation of funds used for services for private school students between:

1. Services provided to needy private school students by the LEA; and

2. Services provided through direct grants from the LEA to nonsectarian private schools which have very high concentrations of poor or low achieving students. These schools would receive planning grants, submit plans, and compete with other nonsectarian private schools for funds in a manner similar to public schools. Private schools receiving such grants would be subject to all legal duties falling on subgrantee schools, including civil rights and maintenance of effort provisions, but with the exception of the comparability and supplanting rules.

C. By-Pass

Where the LEA fails, or is prohibited or substantially impeded by state or local law or policy from providing services to private school students on a comparable basis, the Secretary is authorized to arrange alternate methods of delivery of services to such students on a comparable basis.

VIII. Education-Labor Joint Advisory Council

The legislation will establish an Education-Labor Advisory Council.

A. Purpose

1. The Education-Labor Advisory Council shall promote and insure the coordination of programs funded by the Departments of Education and Labor under this legislation.

2. The Council shall advise the Secretaries on methods to improve cooperation between education institutions and employment and training institutions at every level of program operation.

B. Composition and Operation of Council

1. The Council shall have 15 members appointed jointly by the Secretaries.

2. The Council shall function in accordance with procedures published in the Federal Register.

Chairman **Perkins**. Let me thank both of you, gentlemen, for a very helpful statement.

I don't know what is going to happen insofar as inflation is concerned. But it is being whispered around here and there that the administration may be thinking about an across-the-board cutback of $10 billion as part of an anti-inflation program. If that proposal were to be advocated, I think you, gentlemen, would realize that you have got your work cut out for you.

Let me ask you, how would you envision school districts and CETA prime sponsors working together under the proposal, and what would each do. Let's dwell on that a little more because there is some feeling on this committee that the schools are about to take over the functions of CETA. We have got that problem to deal with here in the committee, and we have got to have agreement, as you mentioned in your testimony. The proposal must be thoroughly understood.

I recall, back in the depression days—I may be the only member of the committee that recalls this situation—I was a young county official. Up until World War II we could take school youngsters selected by the school superintendent and the school systems in the country, and work them part-time, maybe for $15 a week. So this is not a new program by any means, if we go back to the WPA days.

At that time, we had so many older people that were unemployed, 30 percent of them, so the times were somewhat different. But how would you envision school districts and CETA prime sponsors working together under this bill, and what would be the functions of each? I would like to hear you explain that.

Mr. **Lestina**. Let me address myself to the CETA part first. We have here two separate instruments between labor channels for funding and issue, and education channels for funding and issue. One of the beauties of this particular proposal is that it fosters cooperation at the local level for the prime sponsor to understand the school system and how it can best help this systems, and for the schools to understand how the prime sponsors can best cooperate.

Now, there is incentive money provided on the CETA side, which now is enfolded in title I of this particular proposal, and also an opportunity for the council which advises the prime sponsor and the LEA to be one and the same, if both parties agree.

When we get to the area of job placement, this is an area where the prime sponsor, in cooperation with community colleges, vocational education, and the private sector, can provide actual after-graduation job placement, and where schools can cooperate toward aiming in that particular direction.

Overall, the cooperation area, where prime sponsors not necessarily understanding the school system, and the school system not necessarily understanding the prime sponsor, is a real plus here. That is happening in some cases, but it is not happening enough, and this legislation helps to foster that.

Mr. GREEN. Mr. Chairman, on the public school side, we have a plan in place for educating the youngsters. There, really, in this proposal are only two new ingredients. One of these is an infusion of money which will be coming to the LEA to help programs. The second part of that is a plan for the efficient and effective use of those dollars directed to the specific problem.

So by putting these together we are able, we think, to turn out a product, and to concentrate on an area, a school site that has been selected for this, and go across the board through all of the programs that are being offered there. We do not want to create a special designation as, let us say, a title I school, or a vocational school, for this particular purpose. We would like very much to see that it covers the total program, and that we are able to first decrease the class size, so we can increase the intensiveness of our efforts to the problems that the youngster may have.

Chairman PERKINS. I understand that the Chief State School Officers who will be testifying following you, have a proposal on an individualized education and employability plan for each individual in the program. What do you think of that idea?

Mr. LESTINA. The individualized plan, ideally, is one teacher and one student, and this would be the best of all worlds. Individualized plans and the amount of paperwork that is involved there is a concern to us. Teachers already have a full cup, and we can only get so much there into it.

If we talk individualized plans, be it the employment plan or education plan, we need to have a class size that will enable them to be approached properly, and enable them to be best utilized.

One of the good byproducts that can come out of this proposal is that the school site level, and the money that is being made available there, could be used to help us reduce that class size, and to then move on to the concept of individualized plans, similar to the procedures that the Chief State School Officers feel they would like to see happen. Without that reduced class size, it is very difficult to accomplish.

Chairman PERKINS. Do you want to comment on this, Mr. Green, or do you agree with that?

Mr. GREEN. Yes, sir, I agree.

Chairman PERKINS. I am going to turn this over to Mr. Miller.

Mr. MILLER. Thank you, Mr. Chairman.

You have both just recently mentioned the reduction in class size. I wonder if you could explain to me how this plan is going to bring about the reduction of class size?

Mr. LESTINA. Congressman, it has that potential. We are looking at a sitewide plan—high school and junior high school plan, with dollars being made available to that site. The plan is targeting toward providing the basics for junior and senior high school students. For several reasons, either not being ready to see the reading, writing and arithmetic need and to obtain those skills in earlier grades, there is a stratification of students that does not have that. By the time they reach high school, the class size being such, the subject matter as it is presently being taught, if they can't read, write, or compute, they fall through the cracks and fall further behind.

In order to get through that basic skill area, we need to have a class size where we can target in on the needs of those individuals. We would like to do it school-site-wide, especially with the age of student, so that we are not culling them over on the side with a separate class situation, and separating them from their peers even more so, but rather infuse it throughout the entire program.

Mr. MILLER. Why don't we just write legislation for schools that meet specific criteria, whether it is one of high unemployment, or low economics, or low achievement, and then just make the money available to lower class size?

Mr. LESTINA. Along with this proposal goes a cooperation with a wide range of community-based governments and concerned citizens. Rather than a narrower categorical approach, this involves prime sponsors; it involves the labor organizations, and so forth.

Mr. MILLER. I understand that.

Mr. LESTINA. What I understood you to say, Congressman Miller, was a more narrow approach, just targeting on the schools. We would also like to tie that to this broader cooperation basis.

Mr. MILLER. My concern in tying that to the broader base is that, from the testimony we have received so far, there is nothing to indicate that that could not be done under current law. In fact, we have had a number of witnesses who have testified to the need for this legislation, but have also testified to the fact that they are already doing what they say the legislation would enable them to do.

The constant concern is this repetition by every witness in other hearings earlier this year, not on this subject but on the subject of the high school, as to the lack of basic skills. It would seem to me, from the testimony that we have received directed at this legislation, that the one thing people agreed on was the class size.

If our real concern is basic skills, it would seem to me that you would get a lot more bang for the dollar. It takes far less administration, and it takes some certification as to the actual class size, which I don't think would be terribly hard. Maybe that is what we ought to do. Then youngsters would be prepared to make the determinations as to further education, the world of work, as they say, or what-have-you.

Mr. GREEN. I think, Mr. Miller, you are hitting a point, and perhaps we are having a semantics difference here. First, we are talking about a specific site being selected by the local education agency in which this program, which would emphasize basic skills training for the employability, a skill that could be transferred from school to school, would be carried on.

The new dollars coming in for this program by the LEA would be concentrated on this site to meet the specific problems of the basic skills; that is, the reading, the writing, the computation skills.

Mr. MILLER. Right.

Mr. **Green**. That would be on this site within this LEA. First, the new money comes in. There needs to be a plan which I think is one of the two new ingredients that we are talking about here in this plan. Everything else is already here by way of a resource. It is in place. We have the CETA program set up. We have a prime sponsorship program. We have a public school. We have the school set up. The new money is coming in, and that is one ingredient. The second is a plan to see that this money is most effectively and efficiently used to accomplish the goal that we have set out.

One of the things that would help this, as I see it, would be if that plan included something to provide training for the basic skills which is going to require more than the regular standard classroom is able to provide.

Many of our problems, many of our youth that are involved in this program have a deficiency in these three areas—reading, writing, and arithmetic. In order to overcome that, it is going to take some special situations created so that they can have more time of a teacher than they had available to them in some instances on their first trip through.

Mr. **Miller**. But is that not the primary mission of the school today? The general education schools today, that is their primary mission, and that is the mission that, in theory, a lot of people are suggesting they are failing to accomplish, and certainly with respect to certain groups within the school site.

My question arises if that is already the mission, and if you already believe that the teachers are trained, and that is the purpose for which they are in the classroom today. But the overriding problem is that they have too many children to take care of during that period of time in which they are supposed to be teaching——

Certainly it appeared to have been agreed upon by most of the witnesses we have had this year, that reduction in class size is perhaps the most meaningful thing we can do. If that is so, why would I support legislation which right off the top takes 25 percent of the money for the State vocational education authority. That is not going to reduce class size. It is not going to reduce it a single pupil.

I am just trying to find out where the money is going to go and what the benefits are. I want some guarantees, sort of a Chrysler loan.

Mr. **Green**. I am sorry that you did not hear our testimony. We are going to be offering an amendment on this.

Mr. **Miller**. I raise this because I read it in your testimony. I have it right here on page 5. That is my point. I want to make sure where the various parties are here because I see some money being spread around that is not going to help even the first pupil in my mind. I can be convinced otherwise.

But, that is what I want to bring out in these hearings: exactly what is our objective? You both, as representatives of the largest teachers' organization, have said class size twice in your testimony. I want to know if we are really going to have an impact, or is that sort of the potential that we would all like to see happen, but may not happen?

Mr. **Green**. We are going after that, Mr. Miller. We are delivering the funds to where the program takes place at the local unit. We support it 100 percent.

You have also made what we feel is an excellent case for general Federal aid, because the big problem now, in being unable to deliver the kind of service that you think should be delivered at the local level, is funding. That has been the big problem.

We would, I think, have done away with a great number of the problems that we are faced with today with our youth, had we been able to fully fund ESEA title I, so that it could adequately have covered the high school and junior high levels. As it is, we had to target it.

Mr. **Miller**. You are making a great case for my point of view.

Mr. **Green**. I am agreeing with you.

Mr. **Lestina**. Let me add a couple of other points that I would like to have you consider. Of the various categorical approaches that we have, along with each goes a set of rules and regulations, and a certain amount of turf that runs vertically from the Federal, State, and local level.

We very seriously looked at amendments to ESEA, the Vocational Education Act, CETA, and in some cases the Higher Education Act, running amendments through different committees, subcommittees, different jurisdictions, and they are amended, and so forth, and move onto the floor, and having something that comes back and meshes together again, is a difficult task to say the least.

An approach where we take a single bill that takes these ideas, and puts them together, given the timeline that we are functioning under, seemed to make better sense. Therefore, we ask your consideration for the type of approach that we are talking about here to meet the kinds of concerns that it seems to me we both have.

This is a little different approach from the way you would like to see it accomplished, but I think this is a way in which we can very much build a broad-based competence and pride at the local level in the program. It gives input across the board.

Mr. **Miller**. I hope you are right. My concern is one which I have obviously expressed over and over again in the last few days and most people are tired of hearing it.

We talk about one of the rationales for the program—in your case just one of them. You have spoken to other problems in your testimony—and it is reduction in class size. I want to know what my chances are of achieving that goal.

The Secretary came up here and said that we are going to extend job training, and the job market with stipends for 14- and 15-year-olds. I want to know what my chances are of that. I want to know what rationales hold up, and which ones don't, because some of them are very expensive. If they are not going to work out, I want to know it now, because I have people in my district who are on general assistance, who are on AFDC, who are now on CETA and are heads of households. You know what, they need that job very, very badly, and they are all going to be kicked off the CETA program on April 1.

Now, don't tell me about extending job opportunities to 14- and 15-year-olds, when I cannot keep heads of households working who have made an effort to get off welfare, and are doing the best they can, and we cannot fund that program.

We are starving a number of programs here to create a new one. The class size problem, the basic skills problem, still appear to me to be a compensatory education problem. The testimony that has been received time and again in this committee this week is the major problem that compensatory education does not go far enough with the child.

It does not continue on into junior high school and into high school. But we are going to rob what little money we have to make it look like we have a compensatory education program. Then we are going to make it look like vocational education goes to 14- and 15-year-olds. Then we are going to make it look like there is a community-based program. All of which are inadequate. That is my concern.

We are only talking about $2.5 billion. I just want to know where to put it to work, because I think that we are spreading it around so thin that I am very concerned about our chances for success. That is all I am looking for.

Mr. GREEN. So are we.

Mr. MILLER. I am trying to see what holds up, and what doesn't. There is going to be great competition in this economy for those jobs. I am not sure that in the community I represent, or in many other communities, heads of households with children in school are going to desire to see CETA money go to 14- and 15-year-olds during the summer or otherwise. These are people who have to keep their own children in school, and that is their only source of employment, unfortunately.

I just don't want to kid people. We have had decades of kidding people. There are things that have to be done in this country.

So much for my speech this morning. From now on I only have very short questions.

Thank you, Mr. Chairman.

Chairman PERKINS. Let me ask this, what about an individualized plan for out-of-school youth; what do you think about that? The proposal in the bill is to let the Labor Department handle that aspect of it.

Mr. LESTINA. Again, if we have a ratio being able to handle that for out-of-school youth, that is fine. The closer we can get to an individualized approach, the better. We have a lot of job assignments and tasks that exist for people, and if we have a staff ratio that can handle that, that is ideal.

Chairman PERKINS. All right, let me thank you, gentlemen, for very constructive testimony this morning. Your testimony has been very beneficial to the committee. Thank you.

Mr. GREEN. Thank you for the opportunity.

Chairman PERKINS. Our next panel is composed of Dr. Anne Campbell, president of the Council of Chief State School Officers, and Mr. Fred Schultz, deputy superintendent of the Kentucky State Department of Education.

We are delighted to welcome you here this morning, and you proceed in any manner you prefer, Dr. Campbell.

STATEMENT OF ANNE CAMPBELL, PH. D., PRESIDENT, COUNCIL OF CHIEF STATE SCHOOL OFFICERS

Dr. CAMPBELL. Thank you very much, Mr. Chairman.

Chairman PERKINS. Without objection, your prepared statements will be entered in the record in toto.

Dr. CAMPBELL. I am Anne Campbell, the Nebraska Commissioner of Education, and president of the Council of Chief State School Officers. Seated with me is Dr. William Pierce, who is the executive director of the Council of Chief State School Officers.

We represent the 50 States and the 6 extraterritorial jurisdictions. We are the chief administrative officers responsible for public education program in each State. The members of the council have been interested for some period of time in the unemployment problem for youth. In November of 1979 the council adopted a position of broad support for Federal efforts to combat youth unemployment.

Our position incorporates four major points:

Funding—the youth employment effort must be adequately supported, both for school-based and CETA-supported programs;

Accountability—Individual and program performance standards must be part of any program if it is to be effective;

Linkages—Schools, CETA prime sponsors, and the private sector must work together.

Individualized planning—The young person must be the focus of our efforts. In order to assure such focus, we think that the individualized employability plans are a necessary part of both education and work experience aspects of the program. The National Governors Association specifically joins us in strongly supporting the use of education development plans.

Mr. Chairman, we do appear today in consultation with representatives of other organizations of State officials, Governors, State legislators, State board of education members, and members of the education commission of the States.

I believe you will appreciate the fact that we are not in disagreement about the goals of the proposed Youth Act of 1980. We jointly insist that this bill and the period of its consideration by the Congress not be used to perpetuate the jurisdictional battles of other times and places.

The keys to the position of the States is that we wish to preserve and encourage diversity and effectiveness. That means that programs under this proposal should be developed in concert with State education policies, and by making use of the existing governance systems of education.

We think the necessary wide diversity of such programs can be accommodated within the public school governance structure. Schools can do the job if they have help, financial help, community help, and help in finding jobs for our youth.

With these sort of general precepts as the foundation, I would like to share with you some of the specific comments that we have on the adminstration's proposal.

We would like to concentrate on the areas of the role of each level of government, and on funding.

The council supports the principle of concentrating funds where the need is greatest. The provision to exclude a portion of funds from the general formula will allow States to reach areas which might not qualify for formula aid despite great need.

The Federal role outlined in the specifications document is vague. The Federal role must be, in keeping with the Department of Education Organization Act, minimal and one of not interfering with the governance of education. States and local agencies are responsible for education policy, not the Federal Government.

In the State role, we divide our considerations into three parts:

First, the questions of funding allocations for administration and vocational education.

Second, issues surrounding the proposed "supplemental formula" funds.

Third, questions about the State role in monitoring and enforcement.

In the funding, the council feels that the great number of requirements made of the States in this program means that funds for State leadership must be guaranteed, including planning funds. It will be proposed to you that such funds be a separate budget item from the total program. We disagree with such a proposal.

Further, we believe the provision of only $50 million in planning funds during the initial year is inadequate. I should perhaps say that even with $100 million, if that is what we request, it would mean only $1.5 million for State level planning, and only an average of $32,800 for each of the expected 3,000 formula eligible local educational agencies.

The council believes that funds under the vocational funds section should be targeted for vocational education purposes, broadly defined to include career exploration and counseling activities. Such targeting should be expressed in program terms. That is, every local program should be able to show how it is using 25 percent of its funds for vocational education purposes. Then, two sets of applications and two streams of funds from the State level would not be required. In short, vocational funds would not be separated until funds reached the local education agency level.

In the supplemental formula portion, the funds should be treated in the same way. There should be one LEA plan to be submitted to the SEA covering vocational education and basic skills programs.

The proportion of funds for special populations may need to be greater. If so, the expansion should come by increasing the total State grant beyond 12.5 percent. We should not deny those in rural areas, which there are many in my State, missed by the formula for full participation simply because they are lumped into the special needs group. Similarly, we should provide full program access to members of special needs groups under State control.

This proposal appears to suggest that State funds must be redicted to conform with Federal dictates. While States will make every effort to coordinate funds appropriately, this law should not seek to direct State policies.

Under technical assistance, monitoring, and enforcement, the council believes that the monitoring and enforcement section of the proposal is somewhat misguided. As it stands, the proposal requires SEA's to monitor the performance of LEA's on indices of program success chosen by the Federal Government.

The data burden and paperwork requirements of this aspect of the proposal alone we feel are unrealistic. The funds are not sufficient to justify the multiplicity of applications, the data requirements, and the signoffs proposed.

We believe the States and their constituent LEA's should develop program design and implementation criteria. The role of the Federal Government should be limited to setting broad guidelines which insure the targeting of the funds and the labor-education linkage. The Federal Government should not, we believe, dictate administrative structure.

The key to a successful SEA-LEA partnership is early involvement by the State in concert with the LEA's in setting criteria and goals for local planning and programs. If the State is required to be a policeman for rules it had no part in making and which may not recognize local differences, the result will not be good for the youth the program is intended to serve. We do believe, then, in broad guidelines, broad authority, and responsibility to develop the program in concert with LEA's.

As SEA's develop coordination procedures, other State agencies concerned with employment and training should contribute resources to the effort. The existing CETA title II signoff of education linkage fund is an appropriate model, we believe, to replicate here.

At the local role, we really leave the specific comments to representatives of the LEA's. In general, we think the administration proposal encroaches on the governance responsibilities of SEA's and LEA's.

While we believe the proposal is overprescriptive in specifying matters of local control, the council endorses the intent to put together the cooperation between the prime sponsor and the private sector.

I would call your attention to the attached chart at the end of my written statement. It was prepared by the National Governors Association, and it shows the plethora of advisory councils under which we now labor. We urge you not to further complicate this structure, but instead to simplify wherever it is possible.

We do particularly applaud the individualized record for each student. The degree to which a school's plan promises to use individualized needs assessment and planning should be one of the chief criteria by which the LEA decides which schools to fund. As noted before, both the council and the National Governors Association strongly endorse the use of individualized employability development plans. Language specifying the requirements for a successful EDP is available now in the Labor Department aspect of this proposal. We urge the inclusion of identical language covering programs funded by the Education Department.

[The prepared statement of Anne Campbell follows:]

PREPARED STATEMENT OF DR. ANNE CAMPBELL, COMMISSIONER OF EDUCATION, STATE OF NEBRASKA, ON BEHALF OF THE COUNCIL OF CHIEF STATE SCHOOL OFFICERS

Mr. Chairman and members of the subcommittee: I am Anne Campbell, Nebraska Commissioner of Education and President of the Council of Chief State School Officers (CCSSO). The Council is an independent organization of the commissioners and superintendents of education in the fifty states and six extra-territorial jurisdictions. The members of the Council are the chief administrative officers responsible for public education programs in each state. A large part of that responsibility includes providing leadership in the dealings of state and local educators with the federal government. We welcome the involvement and concern of the new Department of Education as it joins member of Congress --including this committee-- the Labor Department, and educators in attempting to find ways to help those youth who are most in need. We appear today as supporters not only of the President's Youth Initiative, but of any constructive effort to help combat this singularly debilitating problem which confronts too many of our young people, most often for reasons beyond their immediate control.

The members of the Council have long had an active interest in the youth unemployment problem in our country. As educators, our primary concern is in helping young people create for themselves productive, useful lives. After careful study and thought, the Council adopted, in

November, 1979, a position of broad support for federal efforts to combat youth unemployment through education programs, which are preventive by their very nature. They help young people gain the skills necessary to progress beyond entry-level or dead-end jobs. Our position incorporates four major points:

1. Funding - The youth employment effort must be adequately supported, both for school based and CETA-supported programs;
2. Accountability - Individual and program preformance standards must be part of any program if it is to be effective;
3. Linkages - Schools, CETA prime sponsors, and the private sector must work together. Schools must be full partners in the struggle to help young people become independent;
4. Individualized Planning - The individual young person must be the focus of our efforts. In order to assure such focus, we think that individualized employability development plans (EDPs) are a necessary part of both education and work experience aspects of the program. The National Governors Association specifically joins us in strongly supporting the use of education development plans.

Mr. Chairman, we appear today in consultation with representatives of other organizations of state officials: governors, state legislators, state board of education members, and the members of the Education Commission of the States. I believe you will appreciate the fact that we are not in disagreement about the goals of the proposed "Youth Act of 1980." We jointly insist that this bill and the period of its consideration by the Congress not be used to perpetuate the jurisdictional battles of other times and places. We are interested in working together - and with you - to help young people. We wish to see the intended clients of these programs recieve benefits in the most efficient, rapid, and rational manner possible.

The keys to the position of the states is that we wish to preserve and encourage diversity and effectiveness. That means that programs under this proposal should be developed in concert with state education policies, and by making use of the existing governance systems of education. There is ample proof that educators support, within existing educational systems, all types of educational efforts, including alternative schools, flexible programming, extended days, and new curriculum materials. Alternative education programs of many sorts are necessary to attract disaffected, disadvantaged youth to the learning process. The shape of programs should be dictated by the needs of individuals. We think the necessary wide diversity of such programs can be accommodated within the public school governance structure. Educators have the experience, standards, desire, and ability to establish and run the necessary programs. We are especially concerned that any legislation in this area should in no way provide an incentive for the creation of a parallel education system on top of the existing system. Schools can do the job, if they have help: financial help, community help, and help in finding jobs for our youth. Educational decisions cannot be made in a vacuum, however. The CETA system, members of the community, and the private sector must all be linked to provide ancillary services: work experience, stipends, and support for the notion that learning is important.

With these general precepts as the foundation, I would now like to share with you some specific comments on the Administration's proposal.

COMMENTS ON THE "LEGISLATIVE SPECIFICATIONS" PUBLISHED BY THE ADMINISTRATION FEBRUARY 19, 1980.

Our specific comments, which are limited principally to the education portion of the proposal, follow the numbering system and pagination of the February 19, 1980 legislative specifications. We concentrate on the areas of the role of each level of government, and on funding.

GENERAL COMMENTS (Pages 2-3): The Council supports the principle of concentrating funds where the need is greatest. The provision to exclude a portion of funds from the general formula will allow states to reach areas which might not qualify for formula aide despite great need. The age range of eligible students may need to extend to grade 6 where junior high or middle schools are organized in grades 6 - 9 or 6 - 8.

FEDERAL ROLE(specifications sec. III, p. 7): The "Federal Role" outlined in the specifications document is vague. The federal role must be, in keeping with the Department of Education Organization Act; minimal and one of not interfering with the governance of education. States and local agencies are responsible for educational policy, not the federal government.

STATE ROLE: We divide our consideration of the state role into three parts:

1) questions of funding allocations for administration and vocational education,

2) issues surrounding the proposed "supplemental formula" funds, and

3) questions about the state role in monitoring and enforcement.

1. Funding: With respect to the funding provisions of the proposal (specifications I-C, p. 4), the Council feels that the great number of requirements made of states

in this program means that funds for state leadership must be guaranteed, including planning funds. It will be proposed to you that such funds be a separate budget item from the total program. We disagree with such a proposal. Further, we believe the provision of only $50 million in planning funds during the initial year of the program is inadequate: at least $100 million should be provided for planning, while implementation funds should be kept at least at the level of $900 million for the first program year. Even $100 million in planning funds would mean only $1.5 million for state-level planning, and only an average of $32,800 for each of the expected 3,000 formula-eligible local education agencies (LEAs).

Vocational Funds (specifications I-C part I-b p. 5)- The Council believes that funds should be targeted for vocational education purposes, broadly defined to include career exploration and counseling activities. Such targetting should be expressed in program terms. That is, every local program should be able to show how it is using 25% of its funds for vocational education purposes (as required on p. 24, VIII-B & C). Then, two sets of applications and two streams of funds from the state level would not be required. State vocational agencies would review the vocational education portion of each LEA's plans for program implementation, and provide technical assistance and monitoring. In short, vocational funds would not be separated until funds reached the LEA.

2. Supplemental Formula Vocational Education Funds (specifications III-B, p. 8, I-E, p. 7, and III-B-1-b, p. 8-9): We feel, as noted above, that a specific proportion of supplemental funds must be targeted, at the local level, to vocational purposes, including career exploration and counseling activities. In keeping with our proposal to target vocational education at the local level, the Council believes that state vocational education agencies should join with SEAs in providing technical assistance and a minimum of paperwork. There should be one LEA plan to be submitted to the SEA, covering vocational education and basic skills programs. Where vocational education districts are separate from LEAs, the sole state vocational education agency should insure coordination by requiring a negotiated agreement between the vocational education district and area LEAs.

Special Populations (see I-E part II, pp. 7-9): The proportion of funds for special populations may need to be greater. If so, the expansion should come by increasing the total state grant beyond 12.5 percent. We should not deny those in rural areas or other area missed by the formula full participation simply because they are lumped in with special needs groups. Similarly, we should provide full program access to members of special needs groups under state control: neglected and deliquent, handicapped, and migrant youth. This proposal appears to suggest that state funds must be redirected to conform with federal dictates. While states will make every effort to coordinate funds appropriately, this law should not seek to direct state policies. Moreover, employment and training funds under section 303 of CETA (migrant programs) are national in scope, and not directed at the state level. Thus, they are not readily accessible to SEAs.

3. Technical Assistance, Monitoring, and Enforcement (specifications III-D-1-4, p. 10, and III-E, pp. 10-12): The Council believes the monitoring and enforcement section of the proposal to be somewhat misguided. As it stands, the proposal requires SEAs to monitor the performance of LEAs on indices of program success chosen by the federal government (see III-E-3). The data burden and paperwork requirements of this aspect of the proposal alone are unrealistic. Recent experience with the explosion of federally mandated paperwork, and efforts by this Committee and others to reduce paperwork, should alert the federal Department of Education planners that the proposed paperwork requirements may keep many school systems out of this program. The funds are not sufficient to justify the multiplicity of applications, data requirements, and sign-offs proposed.

We believe states and their constituent LEAs should develop program design and implementation criteria. The role of the federal government should be limited to setting broad guidelines which insure targetting of funds and labor-education linkages. The Federal government should not dictate administration structures. This includes many aspects of the manner in which local schools are selected (see page 12, IV-B). Moreover, the proposal communicates a basic distrust of local education agencies. Under state guidance and in accordance with state policies, the Council believes LEAs in every state can bring themselves into compliance with the provisions of this (or any other) law by negotiation and persuation, backed up by enforcement procedures available under sec. 434 (b) of GEPA. The key to a successful SEA-LEA partnership is early involvement by the state in setting criteria and goals for local planning and programs. If the state is required to be a policeman for rules it had no part in making and which may not recognize local differences, the result will not be good for the youth the program in intended to serve. Rather, the SEA and LEAs will engage in bickering over the minutiae of accounting procedures. The Council believes broad authority and responsibility for developing program design and implementation criteria should be accorded the states. You will hear representatives of some LEAs ask to deal directly with the federal Education Department in implementing this program. For Congress to allow and condone such a relationship would be a serious mistake -- states have the responsibility for establishing educational policy for all local education agencies, regardless of size. States must therefore be allowed to exercise that responsibility in a coordinated manner across all programs.

As SEAs develop coordination procedures, other state agencies concerned with employment and training should contribute resources to the effort. The existing CETA Title II sign-off of education linkage funds is an appropriate model to replicate here. Governors' youth set-aside funds under CETA Title II should be combined with SEA funds under this title, where possible, to provide joint funding for state level coordination in planning and programs. Coordination with other state programs is a desirable goal, but again we assert that the new law must not mandate a particular shape or direction for state programs. At the same time, states can accomplish what LEAs and schools cannot. For example, providing labor market analyses and information is an obvious state function which cannot and should not be left to the inadequate resources of local schools sites.

LOCAL ROLE (specifications IV on, pp. 12-28): We leave specific comments to representatives of local education agencies. In general, we think that the Administration proposal encroaches on the governance responsibilities of

SEAs and LEAs. The proposal should set out the goals of the program but not specify such items as the make-up of advisory councils. The criteria by which schools are ranked for eligibility and by which programs are designed (see p. 14, C-4-a-f) should be set by the state and by local school boards in accordance with state policies. Alternatives to school site programs should be encouraged if it can be shown that they will concentrate funds on the target group of young people. While we believe the proposal is overprescriptive in specifying matters of local control, the Council endorses the intent of requiring cooperation among the LEA, prime sponsor, and private sector. Such linkages are vital to successful programs. Indeed, we endorse the involvement of educators, youth, community representatives, and business people on both the Education-Work Council and prime sponsor youth council and planning council. In many cases, these groups can be the same, and should help assure coordination of prime sponsor and LEA activities. The attached chart, prepared by the National Governors Association, shows the plethora of advisory groups under which we now labor. We urge you not to further complicate this structure, but instead to simplify wherever possible. Both education- and CETA-based programs must be well coordinated if our efforts are to be successful.

The Council particularly applauds the provision for an individualized record for each student (p. 22, VII-D-7). We contend that if these funds are to be used successfully, the individual student must be the key. In fact, the degree to which a school's plan promises to use individualized needs assessment and planning should be one of the chief criteria by which the LEA decides which schools to fund. As noted above, both the Council and the National Governors Association strongly endorse the use of individualized employability development plans to focus our efforts on the needs of individual youth. Therefore, we urge the inclusion of such plans (EDPs) in section IV-C-4 as a new (g). Language specifying the requirements for a successful EDP is available in the Labor Department aspect of this proposal. We urge the inclusion of identical language covering programs funded by the Education Department.

Attachment 2

STATE

	SETC	STATE ADVISORY COUNCIL ON DISADVANTAGED CHILDREN ESEA TITLE V	VOC ED ADVISORY COUNCIL	YOUTH EDUCATION AND TRAINING - ADVISORY GROUP	BASIC SKILLS TITLE II ESEA
SETC			X	*	
Business/Industry	X		X		
Agriculture	X		X		
Labor	X		X		
Representative of Local Government	X				
General Public	X		X		
Public Assistance	X		X		
Employment Service	X				
Relevant State Agencies	X		X		
State Vocational Education Board	X				
State Vocational Education Advisory Council	X				
CBO Representative	X*				
Veteran Organization	X				
Handicapped Representative	X		X		
State Correctional Institution			X		
Representative of Private Schools		X	X		
Post Secondary		X	X		X
Local School Boards		X	X		
LEA Administrators					X
High Impact LEA's			X		

Requires appropriate representative of sex, racial and ethnic minorities and geographic regions of state.

* To be appointed jointly by SEA and Governor. Also to include membership of SAC for Disadvantaged Children.

	SETC	STATE ADVISORY COUNCIL ON DISADVANTAGED CHILDREN ESEA TITLE V	VOC ED ADVISORY COUNCIL	YOUTH EDUCATION AND TRAINING - ADVISORY GROUP	BASIC SKILLS TITLE II ESEA
Public Vocational Education Schools			X		
Vocational Guidance and Counseling			X		
Vocational Education Teachers			X		
Vocational Education Students			X		
Teachers/Basic					X
Parent's					X
Representative of Public and Private School Children					
Reading and Math Representatives					X
Women			X		

Current Legislative Mandated Advisory Councils

LOCAL

	PRIME SPONSOR PLANNING COUNCIL	YOUTH COUNCIL	PIC's	LOCAL VOC ED ADVISORY COUNCIL	TITLE I (ESEA) DISTRICT ADVISORY COUNCIL	TITLE I ESEA SCHOOL ADVISORY COUNCIL	PROPOSED YOUTH EDUCATION & TRAINING DISTRICT EDUCATION WORK COUNCIL	PROPOSED YOUTH EDUCATION & SCHOOL-SITE ADVISORY COUNC
Business and Industry	X	X	X	X Not specific as to jurisdictions that Council draw from.	Elected by parents of children being served in program. Majority of members must be parents.	Elected by parents. Majority must be parents. Represents local school or project area.	•	• 1/3 members must be school site teachers
Prime Sponsor Planning Council			X					
Labor	X	X	X	X				
PIC's	X						•	
Public Assistance	X							
Employment Service	X	X						
Local Government Services for Youth		X					•	
Local Vocational Education Agency	X							
Local Vocational Education Advisory Council		X						
LEA	X	X	X					
Post Secondary	X	X	X					
CBO's	X	X	X				•	•
Education and Training Organization		X						
Prime Sponsor		X						
Veterans Organization	X							
Handicapped Organization	X							

	PRIME SPONSOR PLANNING COUNCIL	YOUTH COUNCIL	PIC's	LOCAL VOC ED ADVISORY COUNCIL	TITLE I (ESEA) DISTRICT ADVISORY COUNCIL	TITLE I ESEA SCHOOL ADVISORY COUNCIL	PROPOSED YOUTH EDUCATION & TRAINING DISTRICT EDUCATION WORK COUNCIL	PROPOSED YOUTH EDUCATION & SCHOOL-SITE ADVISORY COUNCIL
Youth		X					•	
Parent's					X	X	•	•
Teachers							•	•
Others		X	X	X	X	X		•
Private Schools							•	

Do we really want to add to, and not delete councils--re the school site and super independent committees?

Chairman PERKINS. Let me thank you very much, Dr. Campbell, for a very good statement.

In order to conserve time, we are going to hear the remainder of the panel before we ask questions. We will hear now from you, Mr. Schultz.

Without objection, your prepared statement will be inserted in the record.

STATEMENT OF FRED SCHULTZ, DEPUTY SUPERINTENDENT, KENTUCKY DEPARTMENT OF EDUCATION

Mr. SCHULTZ. Thank you, Mr. Chairman, Mr. Miller.

I am Fred Schultz, deputy superintendent of public instruction for the Commonwealth of Kentucky. Indeed, it is a pleasure for me to represent the department of education, and comment briefly on the Youth Employment and Training Act as proposed by the Federal Congress.

Persistent unemployment of youth continues to be a major problem in Kentucky, as well as throughout the United States. We welcome this opportunity to comment on specific concerns, discuss some proposed solutions, and address the delivery systems to be used in attacking this national problem.

We would like to address the specifics of the bill as soon as a copy is received in the department. Therefore, my comments today will be rather general, talking about the problem as we perceive it in Kentucky, and encourage you to assist us in working on the problem as we perceive it.

Perhaps Kentucky's needs differ in type and intensity from other States, but we share with the Congress a concern and commitment to provide basic education and employment skills for the needy, reduce the dropout problems, and improve career counseling for the target population.

The various educational, employment, and social service agencies, and the private sector can foster coordination at the State level to make the delivery of services efficient and effective. We have examples of cooperative ventures in other areas of education which give us confidence that this task can be accomplished.

It is most difficult for educators to recognize the fact that there are problems and concerns with the educational system to which they have not responded. We must learn to identify these problems, to acknowledge their existence, and to seek solutions for them in a variety of ways.

We would like to point out that school dropouts continue to be one of our most perplexing problems. The dropout leaves the secondary school usually without employability or academic skills sufficient to cope with the adult society and to be competitive with other skilled youth and adults who are seeking jobs.

In Kentucky, 28.8 percent of our students leave high school before completing the 12th grade. While these dropouts are statewide, areas having percentages higher than the State average include the urban area of Louisville, northern Kentucky, which is the Greater Cincinnati area, and Lexington.

In the rural areas of Appalachian, eastern Kentucky, also finds considerably higher dropout percentages than the statewide average. We traditionally graduate more than 40,000 high school students each year, but we are also permitting to enter the adult community nearly 17,000 students who have not completed the high school diploma.

Youth employment problems are not all created by the high school dropout. Many high school students who complete their minimum requirements have difficulty in being motivated to learn during their high school years. Lack of student motivation to learn and to attend school may be due to a number of problems which need careful consideration in each local community and in each State.

The problems may be associated with teacher attitudes, school inflexibility, school discipline, family and home problems, and the acceptance of appropriate goals for education by the community.

We must recognize the necessity to include a solid foundation for education for all students. Basic education includes the three R's in addition to many aspects of education which help the students cope after leaving the sheltered school conditions. Strategies which have been used to teach the basic educational components have not always been successful with the target population.

We must also recognize the problems associated with the lack of financial resources for high school students. Many students will terminate or curtail their formal schooling while accepting temporary, short term, low pay employment. While employment is the objective of this discussion, we must recognize that the target students are often involved in jobs which are the first ones to be terminated in time of economic recession and, therefore, these students become the first to be unemployed.

Not all youth unemployment problems are necessarily limited to the dropout or to the low motivated graduate. Through the years, youth have always been the last to be employed and the first unemployed. Perhaps the major consideration for this is simple—they are young, inexperienced, and in too many cases ill-prepared to be competitive in the job market.

Why is education not meeting the needs of the target population of youth who become the unemployed in our State? This is a complex situation, one which finds the schools being evaluated in terms of the graduates and their success. Legislative mandates for competency testing make it easier to show success when you have permitted the unsuccessful candidates to drop out of school.

Some misguided educators and community leaders sometimes assume bragging rights based upon the percentage of students graduating from their schools who attend college and become successful professional people.

While we should not diminish the importance of this type of evaluation, we also need to develop an attitude among educators and the community that an educational institution is successful when it does the best it can for students who are not continuing in those areas, but who become taxpayers, good solid citizens of the community.

While we are identifying these problems, we should also recognize that there are successful individual programs addressing the target population which have been developed by States and individual communities.

In looking at the general area of proposed solutions to the youth unemployment problem, we would like to point out that if we are to be successful in reducing youth unemployment, we must develop appropriate solutions to the problems. While we do not propose to know those solutions, or what those solutions would be at this time, we have some indications as to the directions that these programs must take.

We believe that there are two ways of attaching the youth unemployment problem. One approach is to wait until the person becomes a statistic, attempt to remediate the situation, and remove him from the pool of the unemployed. These numbers can be identified through various agencies in the State and the cost of serving these types of students continues to be very high.

The second approach would be to attempt to dry up the source of unemployed youth by attacking the problem at the level prior to their entry into that pool. The cost of meeting these programs would be much less per student but still would be in addition to the existing funds available for education.

For years to come, we will need to attack both problems—in-school and out-of-school unemployed youth.

Perhaps in the basic skills area, we should consider some ways of restructuring the school curriculum. While the target students have difficulty in large groups settings and in competing with their peer who are perhaps more educationally motivated, these students have been found to be successful in adult education through an individualized learning program.

Admittedly, the adult learning center approach does not substitute for a total high school program. However, it does address the basic skills of reading, math computation, and communications. Students are individually diagnosed, prescribed a learning package, permitted some flexibility in their learning styles and class times, and generally treated as adults. They are responsible for their own motivation in learning.

The teacher, then, becomes a director of the learning process, has more time for individualized instruction, and can deal with the specific problems of those students who need personal attention.

Kentucky has experienced some success with programs of this nature operated in local school districts and vocational schools in a variety of different patterns, such as alternative schools, reading labs, and learning centers.

Kentucky has also had reasonable success in a number of endeavors with career education integrated throughout the school curriculum, with a program called "practical arts," which is career orientation and exploration, directed at the junior high and middle school level, and with the CETA exploratory program which has given students an opportunity to gain work experiences in both the public and private sector.

While individual schools have been able to put these activities together in a meaningful relationship, lack of coordination and funding, planning and agency guidelines have prohibited the level of success which we think is possible.

Only about 40 percent of the students who graduate from high school in Kentucky will attend postsecondary vocational schools or colleges and universities. We recognize the need for skill development training for job employability skills for high school students seeking employment immediately after graduation.

We have developed a comprehensive system of secondary vocational preparation programs located in high schools and more than 100 vocational schools and centers. We recognize that for a segment of the secondary population this is their terminal full-time educational effort, and we must not miss the opportunity to provide them with employability skills.

These programs and facilities are available to serve larger numbers of the target population with the addition of operating funds.

Kentucky is committed to the community and continuing education concept of using educational facilities not only for high school students but also for youth and adults who are out of school. Many students who experience failure during their secondary schooling will be much more successful in the nontraditional adult programs.

We have been unable to open the schools to many communities because of lack of funds specifically earmarked for out-of-school education. Additional operating funds would help to make effective use of facilities and equipment to serve the target population.

We urge national leadership in identifying specific programs and activities currently existing which have demonstrated success in reducing the school dropout, motivating secondary students to increase their basic and employability skills, and providing for the youth who have dropped out of school and are among the unemployed.

Implementation of these successful programs will not be easy in all institutions. The administrator and teacher attitudes must often be changed. The community must accept a new role for educational institutions. Above all, individual concern for students in this target population must be a part of our major goals in education.

We believe that the basic ingredients of a successful program are available in Kentucky, and perhaps in other States, but there is the matter of strategy for implementation and meeting these goals.

I would like to address briefly the structural issues for an adequate delivery system.

Care must be taken to insure that the effort to eliminate youth unemployment does not totally move in one direction or the other but stresses some degree of balance in attacking the problem on all fronts.

The channels through which the resources flow from the Federal Government into various State agencies seem to influence the type of programs. Funds to be targeted for basic academic skills should be directed to eligible school districts through the Department of Education to the State educational agency. The chief State school officer can direct the programs through existing channels and have the greatest impact on the basic educational program.

Funds for employability and job skills should be directed through the Department of Education and the sole State agency for vocational education to the institutions in each State responsible for the training of in-school and out-of-school youth.

Those funds needed to pay stipends for out-of-school youth, to create public employment jobs, and to stimulate employment in the private sector should be directed through the Department of Labor to the State agency responsible for CETA.

It is essential that the provisions of the law provide for coordination of the agencies in planning to attack the problems that have been identified and to propose solutions in eliminating youth unemployment. This coordination would require some funding for State level planning, administration, and evaluation.

Now some specific needs for providing these programs in Kentucky. Kentucky is facing serious financial problems within the entire State budget. There will be limited growth funds available for any new efforts. This would include, perhaps, the matching Federal funds to serve the target population. For that reason, we request that any funding package for education provide 100 percent funding for specific objectives over and above what is currently being provided by the educational community.

We have some experiences with the Vocational Education Act, which currently is requiring a 50 percent match for excess cost items to serve the disadvantaged and handicapped students. We are simply unable at the State and local level in Kentucky to provide sufficient match to utilize the funds that are available at this time. If further match requirements are included, we are fearful that we will be unable to initiate action to significantly reduce youth unemployment.

In summary, we believe all parties involved in this effort must seriously acknowledge the problems which currently exist, seek reasonable and innovative solutions to these problems, direct their resources in the channels which can have greatest impact on the problems, and eliminate bureaucratic redtape while insisting upon cooperation and coordination of the agencies involved. Together we can have a significant impact on the youth unemployment in Kentucky, as well as throughout the United States.

Thank you, Mr. Chairman.

Mr. MILLER. Mr. Erdahl?

Mr. ERDAHL. Thank you, Mr. Chairman.

Thank you, sir, for your presentation here today.

I have just a couple of questions in reviewing some of the things that you shared with us.

On the second page of your statement, you speak of the State of Kentucky graduating around 40,000 high school students. Yet you mention there are about 17,000 students who have not completed high school. Later in your testimony, you say something could be done to better encourage those to stay in school.

Could you be more specific than you were in your testimony, sir? How can we encourage these kids to do what would be best for them and for society, and to finish high school?

Mr. SCHULTZ. I think, basically, we need to start at the middle-school level with a guidance program that not only involves the students, but involves the parents. We need to change some attitudes and goals at the local school level, because vocational education and job related skills have always been for the other person's child. We think we look at this, and eliminate the pool up there in the dropout area.

Mr. ERDAHL. You have already touched on the second point that I was going to bring up. And that is the importance of attitudes being established, even looking at some vocational guidance, at the junior high school level.

It gives me some problems because we have children in that age group, and it seems as though we push our kids into adulthood too quickly the way it is. But it seems essential that we move into these critical junior high school years, as Secretary Hufstedler showed us a couple of days ago. The junior high years seem to be neglected when one looks at the expenditures that are made in this area.

One thing that has been of concern in these hearings is to look at the coordination that is needed. I think you touched on that on page 7 of your statement, toward the last half of the page.

We should look at the need to coordinate, not only among the Federal, State and local levels, but on the local level between the school boards and the community, business and industrial leaders. This would lead me to a question, which is a rather fundamental one as we consider this legislation.

What could be done by this program as you envision that could not be done by merely putting more money into existing education or job programs?

Mr. SCHULTZ. To me the fascinating part of what I read in the proposed legislation is to getting a harness, or a bridle possibly, on some forces that we really have not harnessed before, and that is the educational system, including basic education, vocational education, and labor. We really have not been able, in my opinion, in Kentucky to get this group together in a reasonable way.

Many areas of Kentucky are rural, and if we are trying to work with on-the-job training work experiences, if we have people going into business and industry with different things, everything from our program where the employer pays the student, into another one where the employer is paid to hire the student, these people think that we have poor organization.

So I see this as a real opportunity to do something we have not done before, even though we should be doing it.

Mr. ERDAHL. On the same page you say, "Kentucky is facing serious financial problems within the entire State budget." I think that we could insert the name of almost any State there. But again it underscores the pressure that we find ourselves under as Members of Congress, and you find yourself under in the school administration, to pick the priorities and spend the money wisely.

Thank you very much for being with us.

Mr. SCHULTZ. Thank you, Congressman.

Mr. ERDHAL. Thank you, Mr. Chairman.

Mr. Chairman, will you yield for just one other point that I meant to make?

Mr. MILLER. Sure.

Mr. ERDAHL. One of the things that we have talked about at different times during the brief time that I have been on this committee in dealing with handicapped children is the idea of IEP, the individual educational plan.

It seems to me that if somehow in the vast administrative bureaucracy in our schools we could better individualize the programs for everybody, it would seem that this would really do the job of attacking the problem with individual young girls and boys, and young men and women. Would you comment a bit on that please?

Mr. SCHULTZ. I think most of us agree with that philosophy that individualized instruction is the ultimate we would like to move toward.

I guess in looking at the priorities and trying to establish some that are reasonable, we have looked in the area of the exceptional child. With Public Law 94-142, we have the mandate and we are working in this area with notable results.

As we look in this target area, it would appear to me from what experience that we have had that many of the youngsters that we are talking about we are going to have to use this approach because they are turned off from the competition they find out there, and their peer group.

Mr. ERDAHL. Mr. Schultz, admittedly that may be as difficult to handle in the formal school structure, but if that is what is needed when the person is out of school, do you see ways that we can do this through CETA, or something, where we can have the same individual approach for the people who probably need it the most, those who have dropped out of school?

Mr. SCHULTZ. I think for the out-of-school youth it would be a necessity to put this program in and make it work. I think for out-of-school youth it would be a necessity.

Mr. ERDAHL. We do try to do that through the schools, or through the Labor Department?

Mr. SCHULTZ. I think that it should be done through the schools.

Mr. ERDAHL. Thank you very much.

Thank you, Mr. Chairman.

Mr. MILLER. Mr. Buchanan.

Mr. BUCHANAN. Thank you, Mr. Chairman.

First let me assure the witnesses of this panel, as well as the last panel, that I will read with great interest your testimony.

I would, Dr. Campbell, ask you a question or two pertaining to the planning money.

Until today, we have not known what we were talking about. I have just been exposed to two pages of the draft of the administration bill, which is the first time I have seen it. We have been talking about the concept, but not about legislation because we have not had the legislation.

From the few pages of the legislation that I have just seen, I find that it does have one approach to one of the questions that we have raised—how to get the planning money into people's hands soon enough to start the program as soon possible.

The problem was how to select the schools that are going to receive the planning money. The administration has a pretty specific line up of which LEAs will get the money, but it will use the State education agencies if certain conditions make an alternative necessary.

We have had some other ideas proposed. Would you comment first on the administration's proposal, if you are familiar with it.

We had also discussed the possibility of the planning moneys simply going to those local education agencies which are now title I schools. Those would get the money, since they would most probably be the ones involved. But some discretionary money would possibly be left in the hands of the State to cover any LEAs that would not be included in that group. That is another possibility that we had discussed.

A third alternative might be simply to make it the States' responsibility to distribute the planning money to the State education agencies, and to let you go with what the administration provides you to do under the particular circumstances.

This is just an alternative case of sending the money to the States for planning, and of letting you decide on the basis of whatever evidence you have which LEA's would be the most appropriate to participate in the planning.

Dr. CAMPBELL. Mr. Buchanan, we do believe that the planning money ought to be at the State level in concert with the local education agencies as is now done. What would seem to be also available is the set-aside in the vocational, and it would appear that you also have a planning for basic skills and a planning for vocational education. We think those ought to be handled together, and it would be our preference certainly have that at the State level.

We believe that we have done a good job with local education agencies, and that we can continue to do so.

Mr. BUCHANAN. Do you think that you can identify pretty readily the appropriate LEA's to participate in the planning?

Dr. CAMPBELL. Yes, sir. Already we know from the title I information. We are also working closely with CETA at the State level at the present time. We have a joint sign-off. We believe there ought to be a joint sign-off between the labor side and the education side in both cases, so that we are coordinating our work. We do believe that that could be done.

Again, we do as much as possible in individual diversity within the States. We have strong local control and the State tries to expedite that in working out what is best for an individual school district. But we can identify the ones that would be targeted.

Mr. BUCHANAN. I notice in your testimony that you welcome the adminstration's initiative, but go somewhat beyond that, in supporting "any constructive effort to help combat this singularly debilitating problem." I assume, therefore, that you have specific recommendations, and that you would be open to whatever provision this committee might make.

To date, it would appear to me that members of the committee have various questions and concepts.

Dr. CAMPBELL. I understand that is so. I think you will also find in my testimony that I did say, "the goals for which we are striving in the administration." The forward thrust is that we would like to see that whatever happens that we put the community together both at the local level and at the State level.

We also would like to see that the basic skills and vocational education be targeted together. We would like to see very much the individualized plan. I think that those would be our three major issues.

Mr. BUCHANAN. I wish that we had time to back off and look at the totality of what we are doing now, to evaluate the President's initiative in light of all the things we are doing now, and to see how we might perfect that entire package in a way that would give us the most mileage for the Federal investment toward meeting the specific problem, as we have done in postsecondary education programs just voted for reauthorization by the House.

Dr. CAMPBELL. I wish so, too. Not too long ago, I was a Federal programs coordinator in a metropolitan educational agency, and one of the most frustrating points was to try to keep all of the categoricals separate, when in fact they were addressing the same population.

You look at Head Start, Follow Through, title I. You look at the Neighborhood Youth Corps that we had. You look at the vocational education, and at that time the MDTA before it came into this. It was difficult to try to put all of these bits and pieces together, because we are dealing with the same young people.

Mr. BUCHANAN. Do you have any idea as to the present level of coordination? We have heard in our testimony some good examples of well coordinated programs within the context of the present Federal efforts. One in my own area, and others.

Do you have any idea of how typical that may be where people are already working in coordination using existing programs?

Dr. CAMPBELL. I think you will find that the majority of the programs are working in that manner. I think perhaps the missing link and what this particular thrust does is to bring the labor side in with the schools. I think that we have kept those rather separate, and I think that that is an important part of the package.

Mr. BUCHANAN. Thank you so much.

Do you have any comments on any of these questions, sir?

Mr. SCHULTZ. Just the last one. We have some programs going on, and I think they are well coordinated. We are working with our Division of Prisons, and Human Resources, supplying programs in basic adult education, vocational education, counseling, et cetera. We also have some at our youth development center at Danville, where we are serving juvenile offenders I think in a very effective way.

We have a facility at Dawson Springs, Ky., where we are working with youngsters that have problems of retardation.

I think that we have some vehicles here, if you don't tie us up too much, but make us accountable for what is happening out there. Don't put all the A's, B's, and C's in there, but let us do what it is that we can do best, and that way we can make some changes.

Mr. BUCHANAN. Thank you very much.

Thank you, Mr. Chairman.

Mr. FORD. Mr. Miller.

Mr. MILLER. I have no questions.

Mr. FORD. Thank you very much.

Now we have a panel consisting of Jean Tufts, vice president of the National School Boards Association; Jerry Joyner, Wayne County Intermediate School District; and Jackie Danzberger, Hartford School Board.

Let me welcome you. I see you have the heavy hitters this morning lined up behind you. It is nice to see so many talented Michigan people here.

I just left our Governor, and he has a list of things that we need in Michigan that is taking 2 hours for them to deliver. We left somebody to take notes.

Unfortunately, this morning I have a full committee, this subcommittee, and another subcommittee upstairs going on at the same time, and I have been bouncing around trying to touch each of them.

I was hoping that I could get here, Jerry, for your testimony, because I would feel very bad, indeed, if you came all the way to Washington and I missed you. It is a pleasure to see someone who has contributed so much to education in our area.

You are here to express your opinions, presumably, for the board on which you serve, as well as the National School Board Association.

Without objection, the statements submitted for the record will be inserted in full in the record, and you may proceed to add to them, supplement or summarize as you find most comfortable, and then we will have questions after each of the members of the panel has made their presentation.

STATEMENT OF JEAN TUFTS, VICE PRESIDENT, NATIONAL SCHOOL BOARDS ASSOCIATION

Ms. TUFTS. Thank you very much.

My name is Jean Tufts, and I am the First Vice President of the National School Boards Association. We appreciate this opportunity to testify before the Subcommittee on Elementary, Secondary, and Vocational Education on the initiation of legislation to provide employability and educational programs for the disadvantaged youth.

The National School Boards Association will have a panel this morning, as has been indicated, to testify. We will be presenting testimony from two representatives from local school boards, one from a local board and one from an intermediate school district.

I would like to introduce at this time Mrs. Geraldine Joyner of the board of education of Wayne County Intermediate School District.

STATEMENT OF GERALDINE JOYNER, BOARD OF EDUCATION, WAYNE COUNTY INTERMEDIATE SCHOOL DISTRICT

Ms. JOYNER. Mr. Chairman, members of the committee.

My name is Geraldine Joyner, and I am a member of the Wayne County Intermediate School District Board of Education. We are a large urban/suburban service agency, designated as the unit of school governance between the State department of education and the local school districts in Michigan.

We are located in the southeast section of the State and provide resources and support to 36 local school districts who combine a total student population that exceeds 25 percent of Michigan's public schoolchildren.

Our experience in youth training and employment in the youth training and employment arena dates back for many years. We are pleased to share some of the things we are doing, and believe from these you will readily realize that educational service agencies are, indeed, an important component of delivering youth employment and training programs.

Please keep in mind the fact that 32 of our 50 States have educational service agencies in place.

Our intermediate school district has, and I shall enumerate five of the things that we have recently or are doing at the present time.

We act as a liaison between local school districts and the CETA prime sponsor to bring about an understanding and acceptance of youth education, training and work program. We have worked with our prime sponsor to enable local constituent schools to develop career resource centers and transition services at a place where they best serve the youth, and that is in the school setting.

We have, with our prime sponsor, utilized a computerized occupational system and have provided student access at 60 sites, which include not only schools, but public libraries, employment service commission offices, and also community based organizations.

With our prime sponsor, we have provided work experience programs in on-the-job training for literally thousands of young people annually.

We have assisted in consortia among the local school districts that bypass former geographic, economic, and political boundaries, and all services are coordinated for the benefit of the young people.

The prime sponsor in Wayne County places, and pays for, a youth employment coordinator in the Wayne County Intermediate School District. This person is an advocate, coordinates, monitors and evaluates youth programs that operate in our local schools. He brings together education and labor resources, coordinates the activities of schools, community based organizations, work/education councils, adult and vocational education opportunities. He is also the advocate serving on the private industry council's board of directors, and on the youth subcommittee of the advisory planning council.

We are also in the process of analyzing data from a recent survey of our local school administrators and CETA coordinators to determine the extent and the means of improving coordination between the prime sponsor and our schools. These results will be available on March 15, and I ask the indulgence of the committee to permit me to add an abstract of this data to my statement at that time.

In-service training is another vital part of any program of this magnitude, and you will be interested to learn that Wayne County Intermediate School District is conducting a series of statewide sessions conducted for the State of Michigan, and these classes are to assist in the training of job placement coordinators for 16- to 18-year-old young people.

As we are convened here, in Detroit we are conducting a workshop for 300 persons for a variety of aspects of youth employment training.

The educational service agency can, indeed, provide the technical assistance so important in the field of education endeavor. It can provide completely impartial liaison between these agencies and systems that address the needs of our young people. It can coordinate services, disseminate information, plan, develop, and evaluate programs and act as a broker for connecting clients to resources.

There is a precedence, gentlemen, of including education service agencies in this proposed legislation. In the Elementary and Secondary Education Act, the intermediate school district or educational service agency, although not named, is included in the definition of local education agency. In both the Higher Education Act and the Education for Handicapped Children Act, the intermediate educational unit is actually defined and its role is somewhat delineated.

This agency has broad based experience in State and Federal programs; objectivity in assessing needs; expertise in brokering and coordinating resources; in establishing working relationships with State agencies and local schools.

I am specifically recommending that education service agencies serve a major function as resource providers in the delivery of the services to youth in this proposed legislation.

This concludes my prepared remarks, however, I do wish to thank you for the privilege of sharing them with you. Hopefully, my experiences and those of my board will be helpful as you deliberate upon the proposed legislation.

I will be pleased to respond to any questions you may have. May I say that Dr. Rae Levis, assistant superintendent of our staff, who is most familiar with interpreting and implementing Federal legislation is here with me, and you may feel free to address any questions to her also.

Thank you very much, Congressman Ford, and members of the committee.

[The prepared statement of Geraldine W. Joyner follows:]

PREPARED STATEMENT OF GERALDINE W. JOYNER, TRUSTEE, BOARD OF EDUCATION, WAYNE COUNTY INTERMEDIATE SCHOOL DISTRICT

Mr. Chairman, Members of the Committee:

I am Geraldine W. Joyner, Trustee of the Board of Education of the Wayne County Intermediate School District located in southeast Michigan. The area served by the Wayne County Intermediate School District is urban-suburban and contains more than 25% of the state's public school enrollment, including 15 of the 90 Michigan school districts having an enrollment greater than 5,000, and 6 of the 31 districts over 10,000. The Wayne County Intermediate School District is the third largest intermediate school district in the nation. It provides resources and support to 36 local school districts which educate more students than 19 of the 50 states in our nation.

Accompanying me today is Dr. Rae Levis, Assistant Superintendent of the Wayne County Intermediate School District. I am confident that Dr. Levis, at your request, will provide the same knowledge and expertise for you that she provides to me and the other Wayne County Intermediate School District board members so that we have accurate, reliable facts.

It is a privilege to share with you some of the successes that the Wayne County Intermediate School District (as the service unit of school government between the state and local districts) and its constituent local districts have had in youth employment initiatives. Our accomplishments are also possible where other intermediate school units serve local constituents or wherever local schools join or work together for common benefit. The concept of the youth education and employment initiatives is applauded. These efforts, if properly planned and implemented, will do much to help youth set and attain goals that will bring about life and work satisfaction.

In Wayne County, Michigan the intermediate school district has acted as liaison between its constituent local school districts and the CETA prime sponsor to bring about an understanding and acceptance of youth education, training and work programs. These youth programs are alive and well in Wayne County. They are more than programs that impart employability skills or vocational skills or job placement or occupational information. They are comprehensive programs that focus on creating attitudes and develop knowledge and skills for coping with today's psychological, economic, and technological changes.

1. The Wayne County Intermediate School District has worked with the prime sponsor to enable its local constituent schools to develop career resource centers and transition services at the place where they best serve youth -- the school.
2. Together the Wayne County Intermediate School District and the prime sponsor have utilized a computerized occupational information system and provided student access to this occupational information at 60 sites (which include schools, public libraries, employment service commission offices, and community based organizations.)
3. The Wayne County Intermediate School District and the prime sponsor have jointly provided work experience programs, and on-the-job training for thousands of youth annually.
4. They have created consortiums that bypassed former geographic, economic, and political boundaries so that services were coordinated and youth benefited.

The prime sponsor in Wayne County places (and pays for) a youth employment coordinator in the Wayne County Intermediate School District to interpret, advocate, coordinate, monitor, and evaluate youth programs that operate in local schools. This coordinator brings together education and labor resources; he coordinates the activities of schools, community based organizations, work/education councils, adult and vocational education offerings, and is the advocate for youth serving on the Private Industry Council's board of directors, or the Youth Subcommittee of the Advisory Planning Council to the local prime sponsor, and on work/education linkage governing bodies.

Schools must specifically be included as service deliverers in the administration's proposed youth initiative legislation. No other agencies are presently as able to assess and define student achievement -- not just reading and writing and arithmetic -- but the total evaluation of the students' personal and occupational goals. No other agencies have created and maintained such opportunities to coordinate community services; and services within communities will become more important as energy restrictions increase. No other agencies have been as successful as schools in providing education for employment rather than training for a job. I would urge you to strengthen and encourage this established, successful system, not by piece-meal add-ons but by providing total resources which will educate citizens for responsible roles in this democratic society.

Local schools have a direct responsibility for the provision of comprehensive services to youth. These services are aimed at improving student literacy, decreasing the number of drop-outs, providing programs and skills necessary for youth employment, and establishing community/business-industry/labor/education communication and linkages for maximum youth benefit. Because of this direct responsibility local schools must be included as major service providers in this legislation.

The education service agency, which exists in 32 states and which we know in Michigan as the Intermediate School District, also has a major role in providing services through this proposed legislation. The successes outlined earlier in my testimony are possible because of the regional nature of the education service agency. As an agency not directly involved in the education of youth, the education service agency can provide completely impartial liaison between and among those agencies and systems which purport to address the needs of youth. The education service agency can coordinate services, disseminate information, plan, develop, and evaluate programs, and act as a broker connecting clients to resources. The flexibility in organization and delivery of services in the education service agency -- not possible at either the state or local level of school government -- will create new patterns and techniques for problem-solving and shared decision-making. Professional, physical, or ideological proximity and the planned outreach of the education service agency to community based organizations, universities, community colleges, public, private, and trade schools, business, industry, and labor have already begun to decrease some of the barriers that have hindered youth achievement.

The inclusion of the education service agency in this proposed legislation will produce more efficient, cost-effective, visible, and accountable programs for the education, training, and possible retraining of youth. Such inclusion is consistent with previous Congressional action. In the

Elementary and Secondary Education Act and the Vocational Education Act, the intermediate school district or education service agency, although not named, is included in the definition of "local education agency". In both the Higher Education Act and the Education for All Handicapped Children Act the intermediate educational unit or education service agency is actually defined and its role somewhat delineated. This agency has broad based experience in state/federal programs, objectivity in assigning needs, expertise in brokering and coordinating resources, established working relationships with state education agencies and local schools, in-place community outreach, and liaison with such diverse governmental, municipal, and other educational groups. I am specifically recommending that education service agencies serve a major function as resource providers in the delivery of the services to youth in this proposed legislation.

Ms. TUFTS. I would like now to introduce Jacqueline Danzberger from the Hartford public schools.

STATEMENT OF JACQUELINE DANZBERGER, COORDINATOR FOR CAREER EDUCATION AND YOUTH EMPLOYMENT AND TRAINING PROGRAMS, HARTFORD PUBLIC SCHOOLS

Ms. DANZBERGER. Mr. Chairman, and members of the committee. I would like to express the appreciation on my part, the president of the board of education, and the superintendent of schools in Hartford for the opportunity to speak here today on a matter in which Hartford has achieved some national recognition, and in which Hartford initiated efforts even before the CETA youth money was there in 1977.

I would also like to thank the National School Board Association for allowing an opportunity to someone who was once among them, and is now professionally in the education field, to allow me to come today. They know that I am something of a free spirit, and Gus may be wondering what will finally come out when I get through here. But, indeed, I do thank them.

Hartford is a small city, exhibiting all the pathological problems that we are trying to address in this legislation and other Federal efforts. You have my written testimony, and the demographics are fairly clear in there.

I know that from some of the questions I heard from members of the committee, as I have been here this morning listening to other testimony, that you share some of the same concerns that we share and that I share. I believe the experience in Hartford may address these.

There are many, many demonstration projects showing that CETA, the local education agency, the private industry, the municipal government—in the case of Hartford we are a fiscally dependent school system—can cooperate. But that is a voluntary cooperation. There is very little there to force change or to force cooperation.

It seems to me that what we are talking about in this bill is basically a carrot that will begin to force that kind of integration of resources at the local and State level, and cooperative planning.

I do not believe that the answer to the problem for the youth that I am with 12 months of the year, because we do run year-round programs, is the smaller class size. I don't think that they are going to be solved only by more compensatory education money, because we are talking about youth at an age from 12 to 18 whose motivation for learning is very different. There are many other forces to prevent their taking full advantage of the traditional school program, such as does work for the primary grades in the compensatory programs.

We are talking youth who come in to the junior high years, two, three, four grades behind their peers. We do not know what will happen to them when they exit from school, whether that is before completion or after completion.

We know from our programs, and from our surveys of students, and we do have seminars with our students in this alternative program, that they begin to understand why they are in school, the motivation both to learn vocational skills, to learn basic skills and to improve their own personal skills comes because every day the importance of all those components is reinforced in each of the things that they do.

The programs that are so successful in Hartford are alternative programs, they are after-school programs, they are demonstration projects. What we need to do is to force institutional change. I really believe we need to change urban—I am not too familiar with rural education, so I am not going to put myself forth as an expert, but certainly in the urban traditional institution we need to change the way that we are doing things.

We need to move the students out into the community. We need to move the community into the schools. Indeed, we may need to look to different kinds of personnel that can come in and perhaps make a better connection, who can help the existing personnel to more clearly recognize what the kids are saying their needs are.

In the existing bill—I was privileged during the work of the Vice President's task force to participate in the Hartford roundtable, and I was also one of the group of operators that met about four times with staff for that task force during the months of the work of the task force. I would have to say that in concept, and indeed in some detail, that bill represents what the field felt were needs.

I may not agree with every structure in it, but there was a real effort, and I think a real reflection in the final work of what persons who were really working with these kids—these were people in education, in community-based organizations and in the CETA--said we have discovered in 2½ years, 2 years, or 3 years of demonstration projects. We were the people who were basically recognized to be operating the more successful projects.

One of the concerns that I have with the proposal as it is deals with the individualized plan. You have heard about paperwork and all the rest of it. I am not going to get into that. My concern is that if we are going to start with a youngster who is in seventh grade, and we are going to develop an individualized plan, we will have met that upon which we will be evaluated, but we may, indeed, have been making some decisions about that child's life that will close some options, and that will trap that youngster too early into a program that does not provide the option for postsecondary education, or indeed to go into a professional career.

I do believe that we should individually assess our students, and we do do that in the Hartford programs, but we continuously keep the options open. Our Work Places program has a dual option all the way through, and the kinds of careers and the kinds of educational requirements to prepare either for work at the close of high school, or to go on to either 2- or 4-year postsecondary education are always before the youth.

What we don't want to do is to look at a disadvantaged minority, urban or rural youth, and say, there is a 75-percent chance you are not going to go to college. Therefore, we are going to design this program for you. I don't want that to happen to them.

Thank you very much.

[The prepared statement of Jacqueline Danzberger follows:]

Prepared Statement of Jacqueline Danzberger, Coordinator for Career Education and Youth Employment and Training Programs, Hartford Public Schools, on Behalf of the Hartford Board of Education

The Hartford Connecticut Public Schools appreciates the opportunity to testify on the proposed youth employment legislation. I am Jacqueline Danzberger, Coordinator of Career Education and Director of youth employment and training programs for the Hartford Public Schools. I am representing the Board of Education and the administration of the school system at the request of Mr. Curtiss Clemens, Board President and Mr. Hernan LaFontaine, Superintendent.

In the relatively short history of formal national efforts to combat unemployment for in-school youth, Hartford enjoys a relatively long history dating from June 1976. In that month, formal Board of Education action occurred through adoption of an economic development policy and launching planning with City Community Develop Block Grant money for a full alternative program, Workplaces, serving juniors and seniors in high school. My testimony today reflects two and one half years professional experience in youth employment and economic development programs in Hartford, as well as eight years experience in the governance of local education through service on a local board of education, and the presidency of the Connecticut Association of Boards of Education.

Information about the city of Hartford and its school population illustrates the emergency nature of the problem before us, and the need for infusion of federal resources to provide the intensive developmental programs which begin to address the needs of poor, mainly minority youth. Hartford population totals 150,000 with a school population of 26,000. This school population is eighty-four percent (84%) minority--50% black, and 34% Hispanic. Within the Hispanic school population, twenty percent (20%) are not proficient enough in the English language to function in the regular academic program or in the world of work. Seventy percent (70%) of the school population lives in Aid for Dependent Children (AFDC) homes, ninety percent (90%) of the pre-school population lives in AFDC homes. Demographic projections point to a ninety percent (90%) minority school population by the mid 1980's. South Catholic High School in the City is ninety percent (90%) white. Little analysis is required to reach the conclusion that a dual secondary system exists. Inclusion of requirements to serve private school populations in the education legislation would aid in the perpetuation of the dual school system which, whether intended or not, reflect enrollments based on race. An entering ninth grade class into the three Hartford high schools totals 2,200. Four years later, the graduating class totals 800. Of this 800, 30% are reading between the end of second and the end of fifth grade levels of reading achievement.

The City of Hartford, small in geographic size, is ringed by geographically larger affluent suburban communities. As in any moderately sized capital city, much of the real estate is not on the local tax rolls. General tax levied funds to support public education are stretched to the outermost limits. The fiscal dependency of local school systems in Connecticut produces a situation in which state funds supporting education can never go directly to the school system. On the other hand, the fiscal dependency may, more easily, allow (in the proper climate) cooperative efforts funded through a variety of city non-tax levied resources.

The origin of Hartford Board of Education youth employment programs reflects such cooperation. Hartford youth employment programs have reached out to and utilized almost every source of funds as each become available. Currently, we are managing an integrated program for 500-600 youth funded through CETA Title IV in-school youth monies, CETA Title II B, CETA summer youth monies, a U.S. DOL Youthwork, Inc. Grant, Governor's linkage money, Balance of State CETA youth monies, Connecticut State Department of Labor, State Department of Education, Title I ESEA, Title IV ESEA, the private sector, and tax levied monies. The administrative nightmare is self-evident, but the multiple funding is necessary now to provide adequate resources for all programs, and to provide a variety of funding with differing regulations so that we are not prevented from providing full services due to specific regulations governing any one source of funding.

Four years ago, before the current CETA youth legislation, Hartford recognized the crisis nature of employment and long-range employability problems of its youth. A description of the program developed, and a description of the public and private sector cooperative involvement in our continuing programs are offered as testimony to support the legitimacy of directing federal resources to local short-long range education agencies for purpose of combatting youth employment problems.

The Workplaces program, a full-time alternative for juniors and seniors in Hartford, opened in September 1977 supported through U.S. HUD Block Grant funds from the City, Vocational education funds of the school system, and minimal tax levied General Budget funds. The Greater Hartford Chamber of Commerce supported the planning and aided the school system in reaching out to employer clusters to involve the private sector in program development and in an ongoing relationship with each of the Career Centers in Workplaces. Workplaces and its satellite after school youth employment and training programs remain a part of the program agenda for the Education Committee of the Chamber.

Workplaces as a full-time alternative consists of an alternative academic program, basic skills remediation, career development which includes career exploration and development of work readiness skills, vocational skills training in one of five Career Centers geared to employment opportunities in the Hartford region, and work experience in both subsidized and unsubsidized employment. All these components are integrated into a two-year developmental program which can lead to employment following high school or into post-secondary education and/or training. This program places the school system in the pivotal rôle creating cooperative links among funding sources which may have little other relationship, cooperating employers who provide $300,000 in unsubsidized wages to participants, and Community Based Organizations with whom the Board of Education enters into formal or informal agreements, e.g. Health Center based at Hartford Hospital, cooperative programs with San Juan Center, Spanish American Center, Community Renewal Team, Easter Seal Rehabilitation Center.

Academic credit is granted for vocational programs in the Career Centers and for work experience. Students who meet the stringent criteria for a Workplaces Certificate are awarded this certificate along with a high school diploma.

Results to Date

1. The Workplaces Program attracts dropouts. Ten percent (10%) of enrollees are dropouts.
2. Students in the basic skills remediation programs achieve one and one half (1½) months growth in achievement for every one month in a remediation program.
3. There have been no serious disciplinary incidents or incidents of vandalism in the Academic Center (located in a private higher education institution) or in the Career Centers.
4. Students, when surveyed believed this educational experience superior to that available in a high school because, "we know why we're in school" and "the whole atmosphere and behavior of everyone is different".
5. Eighty-four percent (84%) of seniors graduating from Workplaces and after-school programs are placed in employment/post-secondary/training education related to their career interests and training.
6. Workplaces graduates who utilize the placement services of the Hartford Private Industry Council, exhibit measurably greater work readiness skills than youth who have not participated in the program.

Knowledge Developed through Three Operational Years

1. The junior year in high school is too late to begin to address youth employability problems on a large scale. In a population such as Hartford's, those who commit to staying in school through the junior and senior years are a minority of the population. Intervention is needed earlier.
2. Basic skills achievement levels of 80-90% of entering Workplaces and after-school programs are below 6th grade, and a major percentage are at the 3rd and 4th grade levels.
3. Youth at age 16 and 17 do not possess adequate knowledge of themselves, the world of work, or educational requirements to make career decisions upon which a total individualized plan can be based.
4. Employers rate vocational training further down on the scale of youth employability needs than basic skills achievement, work readiness, work habits, and inter-personal skills. Entry level vocational skills are important for minority disadvantaged youth in so far as their skills provide a "foot in the door" to prospective employers and in so far as such skills develop a greater understanding of the demands of development of skills, and provide a measurable sense of accomplishment.
5. Resistance exists to recognition of the non-traditional youth employment and training programs in traditional vocational education. We need to develop a broader definition of vocational education.
6. Private sector work experience develops greater employability and greater learning than public sector work experience.

Knowledge Developed through Three Operational Years continued

7. Professional staff from non-traditional educational backgrounds enrich the experience of students in in-school youth employment programs. The Hartford school system has created several new professional roles in the school system which seek applicants from the private sector, youth employment and training programs, and public sector agencies. Hartford programs, currently, are in state demonstration status with certification waived during a 3-5 year period while the roles, equivalent experiences, and possible new categories of certification are studied.

Federal Legislative Policy Issues

1. Flexibility in the management of youth employment and education funding is critical to meeting successfully the changing needs of youth and to responding to assessment of programs. Since the more successful and more fully funded programs will utilize a variety of funding sources, Congress should recognize the efficiency of development of a structure providing for a lead agency sign-off after cooperative agreement is reached on a proposed local school system program.
2. Definitions of vocational programs should be broadened and the CETA youth employment and training programs should be recognized as Cooperative Work Experience Programs.
3. Eligibility for the Targeted Jobs Tax Credit should be extended to in-school youth employment programs for 16-18 year old disadvantaged youth.

Federal Legislative Policy Issues continued

4. Federal legislation should strongly encourage, through regulations and incentives, alternative educational programs which bring Community-based Organizations, municipalities and the private sector into a cooperative relationship in youth employment programs.

5. Supported work experience in the private sector should be allowed for in-school youth.

6. Early tracking of youth must be avoided. Prescriptive individualized plans could result in meeting a short-range objective, but closing long range options. Disadvantaged youth should have the opportunity to develop options -- an opportunity available to middle class youth.

7. Layer upon layer of councils and reporting hierarchies should be avoided. This leads to politicization of educational programs.

Summary

The Hartford public schools history in initiation of innovative youth employment programs illustrates the ability of a school system to respond to its constituents' needs. The Hartford experience further illustrates the effectiveness of a school district's assuming a leadership role in forging cooperative links among differing agencies and sectors of the community.

The public schools will continue to be the primary agency through which youth can participate in programs which are based on the developmental model related to developmental stages of youth.

The goal of secondary education is positive development of the individual for entrance into the adult world, whether that entrance is at the close of high school, or following post-secondary education. Success in meeting this goal will go far toward eliminating a chronic problem in youth employment. Short-term programs whose objectives are geared to development of a skill and to participation in brief work readiness programs cannot overcome the long-range employability problems of disadvantaged youth, nor can these programs develop transferable skills required for career change and upward mobility.

The proposed youth employment legislation for infusion of federal education resources into local school districts will provide incentive for change in traditional urban and rural secondary education, and will provide new possibilities for intervention in the early adolescent years when understanding of self, career opportunities, and the importance of education must begin.

STATEMENT OF JEAN TUFTS, VICE PRESIDENT, NATIONAL SCHOOL BOARDS ASSOCIATION

Ms. Tufts. Thank you very much, Jackie.

I am now going to present the testimony for the National School Boards Association.

As I stated earlier, I am the first vice president of the National School Boards Association, representing the 90,000 school board members from across this country, the majority of whom are elected, who are responsible for the education of more than 95 percent of the Nation's public school children.

Given the recognition of the problem, we will not restate the case for the Federal assistance and the reasons why we need this bill. Rather, our testimony today will attempt to conceptualize the type of program that is needed, then discuss some of the points raised with respect to the administration's draft proposal.

Over the past year, NSBA has discussed youth employment programs with a number of our local school districts, as well as with the community people involved in the Vice President's task force on youth employment. We would like to reinforce the notion that these youth require a mixture of services, which should include the basic education instruction, preemployability awareness, occupational training, job placement, and motivational development.

The public schools, as you have heard in the two previous testimonies and I believe earlier this week, have been successful in efforts to develop programs to meet the needs of many of these youth. In dealing with the number of children involved, the need for more public school services is more a matter of funding than of desire.

At the same time, NSBA does not view the role of the public school and the role of the community-based organization as competitive or mutually exclusive. Indeed, we believe we should work together in tandem one with another, sharing our experiences and successes and failures.

As Dr. Anne Campbell indicated earlier, over the past 6 months the major organizations representing the education communities, and these include the Chief State School Officers, the National Association of State Boards of Education, the National Education Association, AFT, have all been meeting together in order to develop the general specifications for our program.

NSBA believes that within the conceptual framework which we have just set forth, the approach taken by the organizations will provide for effective programs. We would like to include those general specifications, and have done so at the end of our testimony on exhibit A.

At the time our testimony was prepared, the administration did not have a bill introduced on its behalf. Our comments, therefore, respond to the two draft documents: The legislative specifications dated February 19, 1980, and a Department of Labor draft bill, dated February 21, 1980.

In the main, we believe that the division of functions for in-school services between the Department of Education and the Department of Labor bill is appropriate. For the purposes of today's testimony, we will not comment on the Labor side, except to say that we do oppose transforming the current 22 percent set-aside for public schools into the much smaller matching grant type of program that has been proposed.

Turning to the education side, NSBA is particularly supportive of the following features of the draft:

The distribution of funds on a formula grant basis.

Planning grants available to school districts 1 year in advance of the program money.

Funding school sites on a competitive basis, rather than a rank order basis:

Enabling school districts to develop programs without undergoing the process of submitting applications to the State educational agency.

Permitting funds to be used at the junior high school level.

At this point, I would like to highlight those aspects of the proposed draft which give us substantial misgivings and with which we raise some questions.

First is the signoff requirement by a multiplicity of agencies and councils in the approval process. In other words, one of our principal objections to the bill is that it places too many agencies in the program approval agencies. It would require at least five signoff requirements. That of the school site counsel, the districtwide council, the State department or State board of education, the State vocational education board, the prime sponsors at two levels, and it also must be approved by the prime sponsor and by the vocational education people.

In our detailed testimony, we identify these five areas in great detail. School district planning and operations can be ensnarled by decisionmaking processes of other agencies. Potentially the combined effect would be an administrative nightmare for all of us.

We have offered our strongest arguments as to why on the merits each of these five areas should be eliminated or at least modified. We hope that the committee will consider them as the legislation develops.

We also raise some questions on the programmatic and administrative procedures which are dealt with on page 12.

Our other questions, and I will not go into detail on our other questions in our testimony, but they are in the written testimony. We have some serious reservations about the complaint resolution, about the minimum building and county funding requirements of $25,000 found on page 10, and the participation of the nonpublic schools.

Our programmatic and administrative questions involve the services relative to sixth graders due to different administrative structures within the local district, selection of district advisory council, limiting the number of eligible schools in one district, the timing of the planning grants which is called for in the spring, control of the central office administrative operations.

Developing an effective program to meet the needs of the disadvantaged youth is a compelling national concern for all of us. For many school systems, new approaches will be required in curriculum, in-school training, coordinating activities with other agencies and with the business sector, and in evaluating the programs.

Local school systems with appropriate financial assistance and encouragement from the Federal Government can make substantial progress to increase the educational and employability skills of the target population.

We believe the administration's draft education proposal takes a major step in the right direction. We recognize that our testimony was critical of a number of specific program components. However, our comments were offered in the positive spirit of removing, or at least relieving, the unnecessary encumbrances and administrative burdens which various aspects of the proposal place on local school districts.

At this point, our closing plea is to encourage the committee to move as expeditiously as possible so that we come a step closer to meeting these needs when school opens next September.

I thank you very much for this opportunity. Any one of the three of us will be glad to answer any questions you might have.

[The prepared statement of Jean S. Tufts follows:]

PREPARED STATEMENT OF JEAN S. TUFTS, FIRST VICE PRESIDENT, NATIONAL SCHOOL BOARDS ASSOCIATION, ACCOMPANIED BY THOMAS A. SHANNON, EXECUTIVE DIRECTOR; AUGUST W. STEINHILBER, ASSOCIATE EXECUTIVE DIRECTOR; AND MICHAEL A. RESNICK, ASSISTANT EXECUTIVE DIRECTOR

My name is Jean S. Tufts, and I am First Vice President of the National School Boards Association. We appreciate this opportunity to testify before the Subcommittee on Elementary, Secondary, and Vocational Education on the initiation of legislation to provide employability and educational programs for disadvantaged youths, grades 7 - 12.

For the record, we should indicate that the National School Boards Association is the only major education organization representing school board members. Throughout the nation, approximately 90,000 of these individuals are Association members. These people, in turn, are responsible for the education of more than ninety-five percent of the nation's public school children. Currently marking its fortieth year of service, NSBA is a federation of state school boards associations, with direct local school board affiliates, constituted to strengthen local lay control of education and to work for the improvement of education. Since most school boards members are elected public officials, they are politically accountable to their constituents for both education policy and fiscal management. As lay unsalaried individuals, school boards members are in a position to judge legislative programs purely from the standpoint of public education, without consideration of their personal or professional interest.

INTRODUCTION

As members of the Committee know, the rate of unemployment among young adults ages 16-24 is more than twice that of the population as a whole. Among disadvantaged youths in many urban areas, the rate has reached an alarming 60%. We believe that a concerted national effort must be taken on behalf of this strikingly large segment of our adult population to: 1) enhance their opportunities for self-fulfillment, 2) relieve the national economic impact associated with their high rate of long-term employment, and 3) advance the general well-being of our employment oriented society. Accordingly, the National School Boards Association wholeheartedly supports the passage of federal legislation to assist local districts in developing the basic educational and employability skills of our nation's disadvantaged youths.

Obviously, NSBA is pleased that over the last year, many members of this Committee have endorsed the need for expanded assistance in this area. Likewise, we are also pleased that in his State of the Union address, President Carter highlighted the need to initiate legislation.

Given the general recognition of the problem, we will not restate the case for federal assistance. Rather, our testimony today will attempt to conceptualize the type of program that is needed, and then discuss some of the points raised with respect to the Administration's draft proposal.

Part A: CONCEPT OF THE PROGRAM

1. Services for the Program

Over the past year, NSBA has discussed youth employment programs with a number of local school districts, as well as with the community of people involved with the Vice President's Task Force on Youth Employment. We would like to reinforce the notion that these youth require a mixture of services which include: basic academic instruction (essential to applying for a job and conceptualizing the performance of the task), pre-employability awareness (i.e., learning how to find employment and gain knowledge of the local labor market), occupational training (including work experience for entry-level jobs within the local market place), motivational development (coming to work/school every day and on time), and job placement services.

Therefore, the services fashioned for these children should not be viewed as a mere extension of vocational education or as job placement services. To do so may lead to some cosmetic improvements, but will fall short of the long-term objectives that should be pursued. Further, the target population (ages 12-24) is not homogeneous. That is, the precise mix of services given to in-school pre-employment youngsters may be entirely different than those services offered to an adult who dropped out of high school and is now the sole support of his/her family. Indeed, for in-school youths at the lower grade levels, the balance must lean heavily toward basic skills, not occupational training. Our reason is that programs emphasizing job training at the lower grades could pre-judge a child's capacity and thereby place him on an occupational or self-image track which understates his potential.

2. Role of the Public School

It has been alleged by some that, the very fact of high youth unemployment demonstrates the unwillingness or incapacity of public schools to respond to the need. Therefore, a question is raised whether the public schools should be involved at all; and whether, therefore, private schools should be utilized instead. As the Committee's hearings should bear out, public schools have been successful in their efforts to develop programs. In dealing with the numbers of children involved, the need for more public school services is more a matter of funding than desire.*

At the same time, NSBA does not view the role of the public school and that of Community Based Organizations (CBO's) as competitive or mutually exclusive. Indeed, we believe that they should work in tandem with one another — sharing the experiences of their successes and failures.** To that end, the federal program should include locally developed uniform measures for evaluating programs, so that there can be better exchanges of information.

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* *Aside from the fact that the public schools can do the job with adequate funding, a pre-eminent CBO role should be rejected on broader philosophical grounds. That is, federal legislation which discourages public school participation, in effect, creates a national policy to unnecessarily segregate these children into another system of eduction. Further, that policy encourages the fragmentation and eventual erosion of the public school base.*

** *However, as indicated later in our statement, we believe that CBO's should be funded through Department of Labor legislation, not through the education program.*

In defining its role, the public schools know that in order to provide the necessary services, they must coordinate with other agencies, such as prime sponsors and the business sector. Given the variances in local political conditions and in the legal relationship of units of government to one another, the precise nature of that coordination should be evolutionary rather than mandated by law. But, in the final analysis, especially for in-school youth, the local school district (subject to state law) must be the final arbiter among governmental units in determining the educational program, the standards of student performance, the qualifications of personnel, and the awarding of credit toward a degree.

3. Planning for the Program

Many school systems and school site personnel may need assistance in developing or implementing the kind of program which we've described. Accordingly, there should be sufficient lead time for planning, developing curriculum, providing in-school training for teachers and counselors, and establishing working relationships with the private sector and other units of local government.

4. Approach Sought by the Education Community

Over the past six months, the major organizations representing the education community have been meeting in order to develop the general specifications for a program. NSBA believes that within the conceptual framework which we have just set forth, the approach taken by the organizations will provide for effective programs. We would like to include those general specifications as a part of the record (Exhibit A).

Part B: THE ADMINISTRATION's PROPOSAL

1. Introduction

At the time NSBA's testimony was prepared, the Administration did not

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have a bill introduced on its behalf. Our comments, therefore, respond to two draft documents: 1) legislative specifications dated February 19, 1980, and 2) a Department of Labor draft bill, dated February 21, 1980. By way of introduction, we believe both documents propose a program which fits within NSBA's general framework. In noting that the documents are not entirely identical, we do not know whether the draft bill supercedes the specifications or whether the specifications are intended to clarify the more general language of the draft bill. In this regard, the draft bill would require fewer changes to gain NSBA's unqualified support than would the specifications.

In the main, we believe that the division of functions for in-school services between the Department of Education and Department of Labor bill is appropriate. For the purposes of today's testimony, we will not comment on the Labor side, except to say that we oppose transforming the current 22% set-aside for public schools into the much smaller matching grant type of program that has been proposed.

Turning to the education side, NSBA is particularly supportive of the following features:

- distribution of funds on a formula grant basis;
- planning grants available to school districts one year in advance of the program money;
- funding school sites on a competitive basis, rather than a rank order basis;
- enabling (most) school districts to develop programs without undergoing the process of submitting applications to the state educational agency;
- permitting funds to be used at the junior high school level;
- placing the same (pro tanto) accounting and administrative requirements on private schools as those on public schools.

2. Areas of Opposition

At this point, I would like to highlight those aspects of the proposal which give us substantial misgivings or which raise questions.

a) Multiplicity of agencies and councils in the approval process

One of our principal objectives to the bill is that it places too many agencies into the program approval process. Perhaps, the problem is best illustrated by listing the steps which LEA's must undertake to avail themselves of funding.

Prior to submitting a plan to the LEA, schools participating in the planning process must obtain the sign-off of its school site council. In the case of small districts, an application is then made to the SEA. But, to receive vocational funding, the district (regardless of size) must make a separate application to the state vocational system -- with ultimate sign-off by the SEA, where applicable. However, where prime-sponsor funding is involved, not only is an additional application made to the prime sponsor -- but the prime sponsor must also sign-off on both school site plans and the district's vocational application to the state vocational board. To further complicate matters, if a local vocational system operates separately from the local school district, then the activities of both local units would be coordinated under the auspices of the state vocational board.

In the meantime, while the federal government won't be reviewing local plans, it will be steering plan development in its own way by requiring schools to collect data on certain outcome objectives.

Stated quite simply, there must be a simpler way to enable school districts to provide services for their students. At this point we would like to briefly analyze each of these points of interaction, as a means for determining which can be eliminated or at least modified.

(1) School site councils - local governance issue

NSBA considers it inappropriate for the federal level to empower school site councils to approve the program, budget, and management of local school buildings. Our reasoning is founded on three grounds: First, on the merits those members of the council who are not educators or school administrators (e.g., private sector) should not be approving any student's academic program or the school's management policies. Second, the school principal would be placed in an awkward situation. On the one hand, even as chairperson, he would be under the pressure of the will of the council; while at the same time, the principal is an employee of the Superintendent. Third, the proposed approval authority usurps the governing authority of the local school board -- as well as that of the state to determine which of its governing bodies makes those kinds of decisions over programs.

With respect to the selection procedures for school site councils, we strongly object to an open-ended delegation of authority to the Secretary. Past experience with ESEA Title I advisory councils compels that such criteria should be a part of the legislative debate.

Therefore, returning to the problem of the multiplicity of agencies and sign-off authority, its powers should be advisory. (Further, where similar advisory councils already exist (e.g., vocational advisory councils) duplications should be avoided.)

(2) Prime sponsor sign-off-governance issue

Like the school site council, it is inappropriate for the prime sponsor to have approval authority over a school site plan prior to its transmittal to the school board. By way of example, we would expect the Secretary of Education to object if proposed Department regulations were transmitted to the Secretary of Labor for offical approval prior to her own review. At the same time, we recognize the importance of involving prime sponsors in the planning stage. Accordingly, we believe that prime sponsor representation on the school site council should be permitted -- and within that capacity an advisory role can be established.

(3) Involvement of the state vocational system

In addressing the problem of a multiplicity of agencies, retaining the involvement of the state vocational education board is a sensitive issue. It should be stressed that NSBA supports a strong vocational role within the Youth Employment program. Ideally, that role would be reflected in two ways. First, local vocational educators should be involved in the planning and implementation of school site programs. Indeed, we would even support the notion that, absent the vocational state grant set-aside in the Administration's proposal, local school systems would have to commit a portion of their basic grants to local vocational programs. Second, NSBA supports amendments to the Vocational Education Act through which the state vocational board could make demonstration, exemplary, and innovative grants.

Unfortunately, the bill attempts to combine both points of vocational involvement in a manner to which NSBA considers less than ideal. Rather than being a demonstration type of program, the vocational grants are in the nature of maintenance funding (especially since the funds must be integrated with basic grant programs). Without casting any negative dispersion on state vocational boards, it would appear that the vocational system becomes a mere appendage for dispensing and regulating funding for this program.

(4) Applications to the state level

The Administration's bill seeks to address the funding of small county or small school districts through the state educational agency. Certainly, in many states SEA assistance would be a workable approach. However, in other instances, the preferable approach would be to develop plans with the assistance of the intermediate service unit. In states such as New York, California, and Michigan, for example, intermediate service units were created precisely for this type of function. Further, quite apart from technical assistance, two or more school districts should be able to come into agreement to operate a program, without first submitting a plan to the state. Our concern over this process would be heightened if in addition to approving the plan, the SEA is expected to develop program criteria for the LEA's — or to select those particular schools which would receive assistance. In brief, small districts may wish state technical assistance in developing plans, but they should not have to surrender to the state a role which is set out for the local school board in larger districts.

(5) The federal role

Under the draft bill and the specifications, state monitoring would include the collection of outcome objectives. The nature of the information sought would be specified by the Secretary, and minimally would include data on absenteeism, dropouts, and various achievement benchmarks. Certainly, the federal government should have a role in determining the direction of programs. However, we are concerned that as its information requests, especially on outcome objectives, become specific, the federal government will begin to influence curriculum design -- which is prohibited under the Department of Education Organization Act. Further, on the merits, an emphasis on absenteeism and dropout rates as an indication of success, creates an incentive to select the best students for participation, rather than those most in need.

At the beginning of this section of our testimony, we identified five areas though which local school district planning and operations can be ensnarled by the decision-making processes of other agencies. Potentially the combined effect can be an administrative nightmare. We have offered our strongest arguments, as to why, on the merits, each of these five areas should be eliminated or at least modified. We hope the Committee will consider them as the legislation develops.

b) Complaint resolution

The bill (Sec. 207) provides that pursuant to criteria prescribed by the Secretary, the school system must provide a formal hearing for resolving allegations of program violations. Unlike the ESEA Title I complaint resolution process — which would reach primarily parents and teachers — this process would reach private business, other agencies of government, councils affiliated with other programs, special interest groups, and a panopoly of private individuals. Certainly, violations of law should be reported. However, the primary purpose of this section is to seek programmatic redress, not to provide a forum for adjudicating legal violations. Especially in light of the costs and the fundamental mission of the school system, we do not believe the legal standing or the lack of other available remedies to be such as to warrant the broad spectrum of persons to whom the bill accords this process.

c) Minimum building/county grant questioned

The bill provides that in order to be eligible for funding, a school must support a minimum grant of $25,000. While we appreciate the desire to concentrate students within meaningfully funded programs, the $25,000 minimum may actually force schools to select a less desirable approach in order to meet the minimum eligibility expense. The $25,000 minimum could certainly reduce flexibility in lower cost rural districts. Likewise, it could preclude such approaches as utilizing itinerants rather than full-time staff. Finally, to the extent the appropriations doesn't reach $850 million, the $25,000 factor may "over-concentrate" funds in too few schools. Our same concern attaches to requiring eligible counties to support a $25,000 minimum county grant.

d) Other aspects of the state program: monitoring/administration set-aside

The Administration's proposal envisions a state monitoring function that reaches into the LEA's relationship with the prime sponsor and the activities of school site advisory councils. With as many as 3,000 school districts participating in this program, and several times that number of school sites, we sincerely doubt the capacity of the SEA to meaningfully monitor those activities. Further, we question the precise action contemplated for the SEA once the monitoring results are complete.

The specifications speak to minimum data collection, to be specified by the Secretary. Under section 207(d) of the bill, this data collection would include information on absenteeism, dropout rates, and locally set achievement benchmarks, success in eliminating employment barriers on the basis of race, sex stereotypes, etc. We are concerned about the magnitude of data collection being sought — especially when coupled with programs operated through the prime sponsor. We would hope the Administration could offer cost estimates as to its proposed data collection. Further, as we indicated earlier, in evaluating programs, emphasis should not be placed on data which will discourage schools to involve those children who are least likely to succeed. Therefore, we believe that the precise nature of the federal data collection should be a part of the legislative history — and not simply delegated to the Administration.

NSBA supports the need for state technical assistance and general administrative funds to operate the program. We cannot comment whether a 1½% set-aside is appropriate for that purpose. To some extent, the answer will vary according to the size of the base appropriations. And, it is for that reason that we believe the state administrative costs should be appropriated on a dollar amount through a separate line item.

(e) Comparability/Supplement-not supplant provisions questioned

Section 208 of the bill contains comparability and supplement not supplant provisions. Particularly at the high school level, the problems of accounting — and specific kind of programs which accounting requirements can force — may be costly or dysfunctional. These problems will exist, for example, where school systems operate their own basic skill programs — with participation not tied to family income. Especially as more states require passage of basic competency examinations as a condition for graduation, we expect state/local basic skill programs to expand. Therefore, before we can support these provisions, we believe the Administration should explain in detail how these accounting provisions would operate.

(f) Participation of non-public schools

As indicated earlier in our statement, NSBA does not oppose the involvement of CBO's in this program through Department of Labor funding. However, we do oppose a federal policy which encourages a pre-eminent role for CBO's. Further, we do oppose utilizing the education side as a mechanism for funding CBO's.

The specific provisions contained within the specifications and draft bill are especially objectionable to the extent that it creates new precedent to alter existing compromises for all federal programs. Without belaboring the point, NSBA is absolutely opposed to providing direct grants to non-sectarian private schools under the education laws, and believes that such schools should be subject to all of the same accounting and evaluation requirements as the public schools.

g) Other questions: Service for 6th graders, selection of district advisory council, limited number of eligible schools, planning grants in late spring, and funding for central office operations

NSBA questions the limitation to begin assistance at grade 7, rather than at junior or middle high school. In this regard, many school systems do not organize the sixth grade at the elementary school level — or because of neighborhood demographics, may only organize some sixth graders within the elementary level. Therefore, under this proposal, some sixth graders might be unable to receive a federally assisted basic skill program — although they could receive such services in grades 1-5 and grades 7-12. We do not believe that the happenstance organization of grade levels should inhibit the flexibility to provide services to needy sixth graders.

The Administration proposes that at least one-half of the funds should be targeted to grades 7, 8, and 9. NSBA certainly supports the notion of adequate services to the lower grade levels. However, we are concerned that a percentage-requirement such as this may prevent a school system from operating a better balanced program for its local needs. Similarly, we question the basis for requiring expenditures on out-of-school youths to be not less than 15% nor more than 30% of the LEA's vocational grant.

Again, for the purpose of encouraging flexibility, we question why larger school districts cannot fund more than one-half of those schools which submit planning grants. It is our position that if a viable concentration of students exists in a school (or in a combination of schools) and the plan is effective, then the school district should not be prohibited from extending its federal resources to that school site.

The specifications state that school site planning grants should be submittted to the LEA by late spring. Since most school systems develop their budgets during the winter or early spring, the school site planning process should be completed and approved prior to the school board approval of the school system budget.

With respect to local district advisory councils, we suggest that the requirement for the council to provide a written appraisal for each school's plan be evaluated in terms of the time which council members can commit and the cost for such a procedure. Further, we suggest that while the Superintendent may wish to recommend potential council participants, the school board should be the ultimate authority for selecting advisory council membership.

With regard to LEA program accountability (see 207(d)), school districts would not object to plans for assisting "low achieving, limited English-speaking, handicapped, or otherwise needy students." However, it would appear that this section expands the concept of the program beyond the original purpose of servicing disadvantaged youths. Accordingly, this provision should be clarified.

Finally, given the active role which the school district's central office would have in terms of 1) establishing objectives, 2) developing applications, 3) reviewing school site plans, 4) providing in-service training and curriculum development, and 5) developing reports for the state, we are concerned that no portion of the school site grants could be charged back to central office expenses.

CONCLUSION

Developing an effective program to meet the needs of disadvantaged youths is a compelling national concern. For many school systems, new approaches will be required in curriculum, in-school training, coordinating activities with other agencies and the business sector, and in evaluating programs. Local school systems, with the appropriate financial assistance and encouragement from the federal government can make substantial progress to increase the educational and employability skills of the target population.

We believe the Administration's draft education proposal takes a major step in the right direction. We recognize that our testimony was critical of a number of specific program components. However, our comments were offered in the positive spirit of removing, or at least relieving, the unnecessary encumbrances and administrative burdens which various aspects of the proposal place on local school districts.

At this point, our closing plea is to encourage the Committee to move as expeditiously as possible so that we come a step closer to meeting these needs when school opens next September.

Exhibit A

REVISED RECOMMENDATIONS

EDUCATION TASK FORCE ON YOUTH POLICY

We believe that the most important need of youth seeking careers in successful employment is an education. Employers repeatedly emphasize the importance of a basic education to the success of young people they hire. Today the average adult may hold as many as five different jobs during a lifetime. A sound education is fundamental to his or her ability to adapt to new requirements and to learn new skills.

We also believe that the central component to any youth policy must be the guarantee of a fundamental education to all youth. Work experience, counseling and and placement services and other components of a new youth policy must be valued in terms of their ability to encourage youth to continue their education.

The purpose of work/education programs is to improve the long-term employability skills of youth. This effort focuses on providing youths with job seeking, job getting and job holding skills that are transferable across work settings.

We recognize that the public school system will have to take on new responsibilities and in many instances change its ways of delivering existing services if its efforts are to be successful. We acknowledge the need for new linkages between employers, labor unions, the schools, institutions of higher education, and private community groups in pursuing these goals. We also recognize that the clients of these programs require individualized attention. But, we assert that the existing federal, state and local structure which now delivers public education is the best system on which to build a new, more comprehensive policy. We recommend the items below as central to that belief:

1. A major new initiative for the junior high and high schools, modeled after Title I, that would be offered as an amendment to the Elementary and Secondary Education Act.

   Chief characteristics:

   - emphasis on basic skills -- the academic skills of reading, writing and computation that are key to developing transferable skills which will increase employability
   - provision for supportive services, for example, counseling and other supportive services
   - tied to the school-based provision of the youth section of CETA for the specific linkage functions listed in III below
   - linked to vocational education for those students who are in vocational education
   - limited to school-aged youth

- a local entitlement formula based on low income, or similar to ESEA Title I
- forward funding
- funds should be included during the initial years of the program for preservice and inservice personnel development to meet the new roles and responsibilities required by this program
- funds should be included for a program of evaluation and studies, as part of a more comprehensive study and assessment program
- funds should be concentrated within the local system in a manner deemed appropriate by local school officials to meet local needs.

II. Special Programs Using Exemplary Models. A new section would be added to the Vocational Education Act that would encourage school systems to develop new programs aimed at youth of a variety of ages. School programs would make an effort to reach youth who had dropped out of school, or who never graduated, and who need job skill training but are beyond school age. Programs funded would be targeted to areas of poverty and high unemployment.

Chief characteristics:

- formula similar to the CETA Title II formula emphasizing poverty and high unemployment
- funds would be available to the entire vocational education system including Local Education Agencies, community colleges, area vocational-technical centers and technical institutes
- funds are limited to public and private non-profit entities
- use of existing available facilities would be maximized before any funds are provided for building new facilities
- forward funding
- funds should be included for a program of evaluation and studies as part of a more comprehensive study and assessment program
- funds available determined by formula but available only for transitional vocational education services in the following areas:
    - (a) creation of counseling and placement services to be run by school systems

(b) school-run skills centers which would concentrate on employability skills agreed to by both employers and educators
(c) support for supervised programs of on-the-job training, for example, cooperation education
(d) support for job skills training, i.e., vocational education
(e) support for special summer programs (100% federally funded) concentrating on basic skills, job preparation and work experiences
(f) support for work experience programs combined with education which in no way compromise academic standards
(g) support for basic skills education

- funds should be included during the initial years of the program for preservice and inservice personnel development to meet the new roles and responsibilities required by this program.

III. Changes Affecting the School-Based Provision of the Youth Employment and Training Program Title of YEDPA. Local Education Agencies should continue to receive set-aside funds. There should be no changes to broaden recipients of these funds. These funds should support education-related activities that will provide incentives to the education community to work with other sectors. We recommend that the percentage of funds be increased and that activities funded emphasize linkages between the schools and other sectors, including labor, employers and community-based organizations. In distributing these funds prime sponsors should emphasize the need to coordinate this set-aside program with school-based programs funded under I.

Chief characteristics:

- the suggested legislation in points I and II above would be tied to funds from a redrafted, school-based youth section of the CETA law which would provide that set-aside training funds for school-aged youth be passed on to the LEA's by prime sponsors. These funds would be used for linkage activities like:

(a) stipends for work experience for youth involved in special programs provided for in sections I and II above. Such planning should concentrate on the comprehensive needs of the individual child
(b) counseling and placement services
(c) alternative school programs aimed at youth who have not succeeded or are not likely to succeed in regular school programs.
(d) program planning at the local level to be initiated by the LEA and to include all interested parties -- the LEA, principals, administrators, parents, school staff unions, other unions, employers, and community-based organizations
(e) pass-through money for other organizations chosen on the basis of standards determined by the LEA
(f) provision of information to the parties involved in planning on all related activities run by prime sponsors

- funds should be set-aside during the initial years of the program for preservice and inservice personnel development to meet the new roles and responsibilities required by this program.

- funds should be set-aside for a program of evaluation and studies, as part of a more comprehensive study and assessment program.

IV. Employability Grants for Continuing Education. A new section could be added to the Youth Employment and Demonstration Projects Act which would give special education grants to youth over the age of 18 who meet other qualifications for CETA programs in terms of income. This section could also provide work stipends, to youth who have dropped out of school, but only if they agree to return to school (as in the existing Youth Entitlement Program.)

Chief characteristics:

- funds in the form of work stipends would be provided to youth lacking a high school diploma, but only if they returned to an accredited school (or possibly an alternative school program such as those provided for in Part III, above.)

- grants to enable youth to obtain high school equivalencies (only available to those over the age of school graduation.)

- grants to enable youth to pursue educational qualifications tied to job promotion -- the career ladder concept. These grants should be for more than that provided for by the BEOG program since eligible youth are concentrated on the low end of the income scale and need additional funds

- available only to youth who qualify by income and age to take advantage of the CETA youth system

- forward funding

- funds should be set aside for a program of evaluation and studies, as part of a more comprehensive study and assessment program.

- use of existing available educational institutions should be maximized.

V. The lack of compatability between data and information generated by CETA prime sponsor education programs and LEA education programs has prevented a fair evaluation of programs. A new section should be added to encourage the generation of comprehensive and compatible data and other studies. Locally determined standards for comparable services should apply equitably to all programs in that local setting. The legislation should provide for increased data collection, evaluation, and studies. However, federal, state, and local study and evaluation responsibilities will serve different functions.

Chief characteristics:

- programs involving training and education that are run outside of school systems should require that standards for educational personnel and other standards for educational services be equivalent to those of the public schools in the prime sponsor area
- CETA youth programs should be accompanied by a data, evaluation, and accountability system at least as comprehensive as those required of participants in federal education programs
- local education agencies should have sign-off rights on all training programs for school-aged youth
- data and evaluation requirements should be extensive enough to describe comprehensive program impact on individual youth in terms of factors like job placement, job retention and employability skills
- all jobs for structurally unemployed youth should have an educational component which is designed to provide participants with basic education and employment skills which are transferable to other areas of employment
- from funds included for evaluation and studies, Congress should provide support for: a) federally supported research studies on basic skills, employability, and employment of youth; b) a mandated national comprehensive policy study on CETA and education youth programs, including a projection of future high-demand job markets; c) funds for local school districts to measure the performance and accountability of various LEA programs so as to improve these projects.

Mr. FORD. Thank you very much.

Let me state for the record that I have consulted with the representatives of the National Schools Board Association, and virtually all of the concerns that you have outlined here have been expressed by me in consultation with the draftsmen for the administration, and in the previous hearings here. I had a hunch, after a number of years on this committee, that these quasi-official substitutes for school boards might get your attention.

Ms. TUFTS. They did.

Mr. FORD. It is a road that we have been down so many times in the past, and we have had to backoff and correct, and straighten out the local problems that we have created in the past.

We seem to have done very well in modifying the parent advisory groups, for example, connected with Headstart, connected with title I, and the way in which they can work effectively with the school governance committees of whatever description they might be in the various States.

I, for one, was a little surprised that the draftsmen of the administration wanted to suggest now a signoff authority for these unofficial groups.

I have no idea how many legal problems giving that kind of authority over school would create in my State, and I am only familiar with my State. I did a little bit of school legal work many years ago, and I have a hunch that some place, we would be asking for a lawsuit to tie all of our money up for the balance of the program.

My own inclination is that the committee's past experience indicates that it is not likely to go far in the administration's proposal, and I say that recognizing fully that I have not seen their bill. We have had an outline, and that is what you have had to operate from. You know about as much about the specifics of the proposal as we do.

I can assure that the members of Mr. Perkins' subcommittee are going to be looking at the issues you raise very closely.

Also we will closely look at the possibility that we once again put the local school boards into some sort of unique relationship with State education agencies, and with county governments. When we cross from a school fund delivery system, as is described in part of this legislation, to a Labor Department system that distributes through entirely different units of government in the majority of the States, we could run into problems. The CETA sponsors and the schools which are presently receiving the kind of funding that is contemplated for education are entirely separate and most frequently not even in coterminus jurisdictions.

So we will be, I am sure, looking at this very intently to see how we can avoid creating additional problems.

One question that I would ask all three of you. Obviously, you are reacting as most of us are because this is the first initiative to come through the pipeline for some time that says that there will be some new money sometime in the future for some kind of an education program. Speaking for myself, my inclination is to grab it and run, and try to make the best that we can out of it in the process.

No matter how imperfect it is to start with, we will try to improve it, but we would have a tendency to grab it and run. I think most everybody in the position of the principals for whom you speak feels the same way.

I was a little surprised to find, when the Secretary was here on Monday, that there will not be any money spent in 1981. There will be $50 million requested for fiscal year 1981, distributed in some mysterious fashion to people to plan for 1982. There will be an authorization in 1981 for forward funding in 1982 of a part of the big pot of money that is talked about.

But with a bit of luck, and some assumption that is not safe yet to talk about who is going to be around in OMB in 1983, that is when this program would finally get in place. Were you aware of that kind of a time delay in the final delivery of money to the program?.

Ms. TUFTS. I would like to respond that we are aware that there is planning money for 1981, and we think that it is vital to have that planning money, so that we can have an opportunity to evaluate existing kinds of programs, to plan together and to develop a program that will be comprehensive. It is one of the unique features of this program, we will be pulling parts of our process together, and make a comprehensive program for our disadvantaged youth.

So, we do realize that there is planning money. We also were quite aware of the fact that this legislation would need to be passed by May 15 in order for us to get that money next year. This is why I concluded by saying that we would hope that it could be done this spring, before the May 15 deadline.

Mr. **Ford**. There are 13,000 title I school districts. Have you tried with your pencil to divide $50 million by 13,000 to see how much planning money you would really have?

They had not decided on Monday whether they would follow the title I delivery system down to the LEA, or maybe use the concentration which is about 4,000 districts, or CETA which is only 400. Depending on which system you use, you can localize it quite a lot, except that CETA does not match the criteria of title I for targeting. CETA is based on adult unemployment.

Title I, both basic formula and the concentration formula, is based on family income as reflected in the 1970 census, modified by the current AFDC data. There is really no reason to expect that there is going to be a very high correlation between one and the other.

The heaviest unemployment, for example, in my district in the Detroit area is among people who have a statistical family income someplace around the $15,000 mark according to 1970 figures when they were working. But they are going to trigger CETA because they have not been working and will not be working during the balance of the year.

Their children are not attending, in every instance, title I schools where the 1970 census showed the low-income population to be. So it is a little mystifying at this point as to who is going to get the planning money.

Do you have any suggestion about a quick way to get the planning money out early, so you could, in fact, use that year to do the planning? How would you distribute the $50 million in planning money, if you were going to do it, and get it in the hands of the people who are most likely going to be the schools that should have the program when we get through?

Ms. **Danzberger**. It is very difficult to put oneself in the shoes of Members of Congress who have to respond to a great many constituencies and demands.

Mr. **Ford**. I am a free spirit, too. I have to take issue with your suggestion that we should leave this to some kind of a political compromise. We are asking for your advice on a sensible and logical way in which to get planning money in the hands of the right people in time to do some helpful planning—and not just pass out some money which would get there 30 days before the plan is supposed to be filed with the Office of Education.

Ms. **Danzberger**. I did have a practical suggestion, I just did not want to put myself forward as having a solution, when I am not aware of all those factors that have to be considered.

Mr. **Ford**. Yours is as good as anybody's sitting up here right now.

You will find, I believe, out there in either prime sponsors, in the case of single prime sponsors or in consortia, there are LEA's involved with prime sponsors that have a history of planning. There is probably some fairly good planning from representative councils which already exist.

If there are criteria developed which allow some equivalencies in terms of what a community may be doing in the structure of its planning, perhaps the planning money could flow to those areas where that kind of structure does not exist and these programs do not exist.

In other words, putting heavy emphasis on putting money where there is not the capability to develop this kind of integrated program, and look at those areas where there has been an exhibited capability and possibly not force a change in what is already working.

Ms. **Tufts**. The suggestion that I might make is that I think the LEA's working particularly in connection with the State associations could readily identify those school districts which were both local and intermediate which are in needs of the funds. I believe there was a formula suggested, I am not sure that we all know what that formula was, for the distribution of the funds.

I think the LEA's would be very able to identify those schools which would need the targeting, and where the disadvantaged youth are. I would leave it to the education associations, rather than as you indicated the prime sponsors, necessarily. I think we know who our disadvantaged youth are.

Mr. **Ford**. Let me put Tom Shannon on the spot. Tom, you are the expert on California, where you have three structures in the elementary and secondary system, the elementary school, the middle school, and the high school, and they don't always have the same district, do they?

How many unified school districts in California would you guess are now qualifying title I districts?

Mr. **Shannon**. I don't have those figures.

Mr. **Ford**. Could you find out. My hunch is that not very many of them are because of the broader population that they deal with, and they get lost in the comparability kind of a test. If we have a program that is going to be beamed at high schools, and we have been putting nationally about 2 percent of title I in high schools, I am afraid that in some States we are going to miss the targets where we want to spend the money. The present system targets money to an entirely different governance body, and to an entirely different institution.

California is the first one that comes to my mind that has an even more fragmented system, and I don't mean that in any way in a derogatory sense, than we have in the Midwest, but very much like the Midwestern pattern in that you do have the substructures by grade level.

Mr. **Miller**. We are solving that in California. We are closing all the schools.

Ms. **Joyner**. Congressman Ford, we in Wayne County would prefer the title I approach because, as you know, we deal with four prime sponsors, one of which deals with 33 of our 36 school districts.

Mr. **Ford**. I was about to get to you, Jerry. The Wayne County intermediate school district is handling about $5 to $6 million worth of CETA funds now, which you are coordinating into the local school districts. But I am familiar with the long process that Dr. Levis has gone through to get that money, and really sort of have it by default, because the prime sponsors just threw up their hands and did not want to assume the costs and the burden of trying to develop youth training programs. They just sort of passed it off.

Any time that this looked as if it was working pretty well, that prime sponsor sure jerked that money back the next year. I would like to find a way to protect the intermediate school districts against Wayne County deciding in the future that this is now a profitable thing to do. I think they have defaulted, and they ought to be left out, and let the schools do it.

I am not sure how many States have a structure like we have with the availability to run it.

Ms. JOYNER. I feel confident that there are not too many from the reports that we have. This is a genuine concern of our superintendent, Bill Simmons and Dr. Levis. They are constantly talking about the availability of a lot of money, and almost impossible at times to deal with.

Mr. FORD. One final question, and you don't have to answer it now. As a matter of fact, I would prefer it if you would not answer it now, but consider it and give us the benefit of your advice.

If the problem is as serious as now it seems everyone is willing to recognize—it is not new in this committee room. This rhetoric has been here for as long as I have. But if we now recognize the seriousness, and we must contemplate another 3 years which loses virtually everybody that is in high school now who needs this, before we ever get it in place. What about an alternative of a plan to target vocational education programs in a way that (a) encourages the development of local vocational education programs which are work and job oriented and contain a co-op education feature such as is contemplated by this legislation; and (b) utilizes the existing title I program, and targets some additional title I money toward the junior high schools and high schools, sort of exempting the school districts from the system that now makes them spend it on all elementary schools.

Give us your best idea, if you get a chance, of whether or not the school districts around the country would be able to utilize additional funds, if we got them out there next year, in that form, to do the kinds of things that this bill would like to do.

I am not against planning for 1984, but I have been convinced by the administration that this is a matter that has the "moral equivalent of war," if I can quote a great American. That being the case, it just seems to me that 4 years to get it cranked up is just too much time. I am looking for alternative ways.

We are funding now the vocational education programs at about $100 million more than the budget, and at half of what this committee has authorized. We are funding title I at 60 percent. So we have lots of room under the authorization to deliver some money rather quickly to you out there, with some strings tied so that you would spend it on this target population, if we could get our heads together and exercised a little ingenuity.

I hope that you will carry back to your groups these questions, and see if you can devise a standby system for us to reach the kids who now need this. In my State, the depression has started. We had 10.5-percent unemployment for adults at the end of January.

To kid around down here, and talk about what might happen a couple of years down the road to the young people is just a hoax on the people. It is already happening to their parents, so you are not going to motivate kids to go out looking for jobs, when their dad, with years of seniority and a semi-skilled job, is laid off. It just does not work.

The old man is down at the bar getting drunk before he comes home to get in a fight with his wife, and abuse his children, and ultimately ends up in trouble with the police. That is what we are beginning to see already.

I am not talking about chronically unemployed people. I am talking about people who are theoretically pretty solid in their community. That is how they are going to be affected during this calendar year. By the middle of July, that kind of condition is going to be epidemic in the industrial centers of Detroit, Pittsburgh, Chicago, and Gary. We don't have time to wait to catch these kids who are going to be lost in the meantime.

Mr. Buchanan.

Mr. **Buchanan**. Thank you, Mr. Chairman.

My inclinations are very much with the gentleman. If we have an initiative that might bring some more money on the scene to help solve these problems, then I would support that, although I do think that the specifics of the President's Initiative may stand some improvement.

I would like to pursue a couple of questions from your written statement with you, Ms. Tufts.

First of all, you indicate that you are particularly supportive of the distribution of the funds on a formula grant basis. The gentleman from Michigan has mentioned some of the complications in the area of planning, how to determine the right places to put the money. The same may be a problem in the basic grants.

Since the target of the President's program is the crisis of youth unemployment in the United States, is the title I formula, in your judgment, a pure poverty oriented formula sufficient to make the determination as to where a basic grant should go; or do we need other factors, such as unemployment statistics on the age group involved, high school dropout rate, as elements of the formula; or do you have any other ideas on that subject?

Ms. **Tufts**. I think title I is a good basis. I think we need to look at some other factors, as you have suggested. I think we need to look at the school sites and the particular local problems in determining that, and come up with a formula that can take into account those kinds of problems, so that it is not just the poverty, because that is not the sole factor in the unemployment.

Mr. **Buchanan**. You speak of the desirability, and there is certainly no question about it, of planning grants being available to school districts a year in advance of the program money. You realize, of course, that this is a very unlikely thing, unless we are going to wait another year to begin the program.

In your judgment, if we accomplish enough around here to get the planning out, let us say, in January or February, would that leave adequate time to begin the program in the fall?

Ms. **Tufts**. Yes, I think it could. Although many of us are putting our budgets together in the fall and winter, however I think we could work around it, if we knew that it was to happen.

Mr. **Buchanan**. Do you have any further comment on where the planning money goes? I asked the State education agencies about the different proposals. The administration proposal, as I understand it, is fairly specific as to which LEA's get the money, but does give the States, under certain circumstances, the discretion to do their own thing.

It has been suggested here that you look at the title I LEA's, perhaps with some State discretionary money. It has also been suggested that the States could possibly be given the money, and allowed to make the determination within the individual States in consultation with the LEA's. Do you have any comments on that?

Ms. **Tufts**. I will be glad to comment. We feel very strongly that the local education agencies are able to identify and to do the planning. They know what kinds of clients, or what kinds of coordination, what kinds of community based organizations are existing within their own opportunities.

I do think that we, as local education agencies, need to work in connection with our State agencies. However, we would put the emphasis on planning at the local level, where the children are to be served.

Mr. **Buchanan**. I guess the only complication with that is the number of LEA's and the limited amount of money, as the gentleman from Michigan has pointed out. How would you handle that?

Ms. **Joyner**. I believe that this falls in line with our education service agency, Mr. Buchanan.

May I say, we are about ready to dedicate the farm, and do come back to Michigan, so that we can enjoy your presence there.

Mr. **Buchanan**. Thank you, it will be a great pleasure.

Ms. **Joyner**. We believe that one of the things that must be made available—our school districts, as you have mentioned, the very small districts who wish to form a consortium, who wish to work together, and as proposed legislation is interpreted, and as I interpret it right now, we have a problem because they could not go to an educational service agency. They would have to go to the State educational agency for signoff purposes to do that.

We have got to eliminate some of the problems that exist because of that, and I believe that the educational service agency is one arena in which this might be handled.

Ms. **Tufts**. I think, as Jerry testified earlier, we have done this in the area of special education, and with the local education agencies making consortiums in intermediate school districts. So I think we have demonstrated that we are able to do this.

Mr. **Buchanan**. I have certainly been impressed with what I have seen in Michigan in your case.

Ms. **Joyner**. Thank you.

Mr. **Buchanan**. I will have to say that Michigan really is doing an excellent job in education generally.

Ms. **Joyner**. We have problems like everyone else, but we like to hear those nice things. Thank you.

Mr. **Buchanan**. Let me pursue one other thing with you. I don't know whether you are familiar or not with the Jeffords bill, the Youth Education and Work Act, which he introduced toward the end of last year, H.R. 6108. It is an attempt to get at the same problems with an approach, both somewhat different and somewhat similar.

He provides for a joint plan at the local level between the CETA prime sponsor and the LEA. Both would have to agree on this local plan before the Federal money would flow. The CETA prime sponsor and the LEA's agreeing on an application and a plan, would be the sign-off.

In your testimony, Ms. Danzberger, you mentioned that the Congress should recognize the efficiency of providing for a lead agency signoff after a cooperative agreement has been reached on a proposed local school system program.

I wonder if you would comment on this proposal, or all three of you, for that matter.

Ms. DANZBERGER. I would not have a problem in Hartford, possibly, with the CETA and the LEA coming into agreement quickly. Obviously, as you can see, we have reached those kinds of agreements and contracts. But I am not sure I would be comfortable with the Labor Department, which perhaps quite rightly has some different objectives that are much more short term than are the basic goals of education in terms of the client population served.

So I think you might get into some real problems there, although I think there should be cooperation, and they should be represented in any group that is advising the LEA.

I have just recently become familiar with a little-known Federal act which does allow, for instance, an LEA that has a lot of Federal grants, you can sort of get that under an umbrella, and I don't think that most of us understand it, or utilize it. I understand that it is under the Sunshine Act, and there is new legislation that has been proposed.

Obviously, one of the major problems when you are really fully utilizing available resources is that in many cases, and in the case of Hartford, we are dealing not only with local and State agencies, but with the U.S. Department of Housing, we are dealing with HEW, and we will be dealing with the Department of Education. We are dealing with several different lines down through the Department of Labor.

If a structure to provide for a lead Federal agency or department, and if we could work within that so that the program operator is not the point of resolution of the differences between and among the lines from the Federal and State Government, considering the fact that we are serving an individual child who is the recipient of all these funds, it would be a very, very constructive that could be built into this bill.

There are not enough resources in this new initiative to do everything that needs to be done, and it is obvious. I think what it does is to force us to look at everything else that is there, and begin to use it more wisely, but sometimes it is not worth the effort, particularly for a small district. It just is much too cumbersome.

Mr. BUCHANAN. Thank you.

Ms. TUFTS. I think my answer would be essentially the same as Mrs. Danzberger's. I think the local school boards do need to be in control of the education programs. We need to work with the community based organizations, and work cooperatively to develop the plans. But the development of plans at the local school site and local district under the auspices of the school board, I think, is what we would emphasize.

Mr. **Buchanan**. I think that it is great that the administration had all these principals in to discuss this thing. It is the right way to proceed. This is the way that Bill Ford proceeded on postsecondary. I think it paid off. It is the way that Bill Ford and the administration proceeded on the Middle Income Student Assistance Act, and that was a good thing.

I just wish that the administration had included the Congress at some point along the way before we reached this point, with no bill to legislate on in just a few weeks' time.

As I understand the administration proposal, which is hard since the administration has not given me the opportunity to read it before now, the principal would be the chairman of the school site committee.

Ms. **Tufts**. Yes.

Mr. **Buchanan**. It will also be composed of various other people who are important in the process. We are aiming at coordination. The name of the game is coordination of the efforts. Then, they must sign off and agree on a plan. Then, the CETA prime sponsor must also sign off on the plan separately, and then one can get the application in. As I understand it, that is the administration's proposal. I hope that I don't misrepresent it.

Ms. **Tufts**. Yes.

Mr. **Buchanan**. You feel that it would be better for the school site committee to comment rather than to approve. Would you comment further on the rest of that plan, if I have it right.

Ms. **Tufts**. Yes, I will be glad to.

Yes, we do advocate that the school site council be advisory, and to include all of the people within the community as mentioned in the school site council, and let them work on developing the plan and putting the plan together so that it fits the needs of the targeted youth in that community.

Moreover, in my testimony we have a lot of problems with the sign-off procedure. It is just an administrative nightmare. You mentioned the principal, and the principal is right in the middle, because he is the chairman of that school site council, but he is also an employee of the school district and the superintendent. It would put him in a very awkward place.

So we do advocate the inclusion and are supportive of these councils as advisory, and working with the prime sponsors as advisors.

Mr. **Buchanan**. One more brief question. Do you say you particularly support permitting the funds to be used at the junior high school level. The administration bill targets 50 percent, as I understand it, to junior high schools. Would you comment on that?

Ms. **Tufts**. Yes, we do believe in the inclusion of the junior high school, because we think that this is the area where we need to particularly work on the basic skills part of it. We have some problem with the 50 percent. Again, I think that that needs to be determined at the local level. We would rather have it less restrictive. Let each local school district determine where the money should be spent.

Mr. Buchanan. Any further comments on any of these questions?

Thank you so much.

I thank my colleague for his patience.

I don't know who is presiding, but the gentleman from Minnesota is certainly recognized.

Mr. Erdahl. I think that we have just had a coup by default, Mr. Buchanan, if you will accept the title of chairman, I will address you as such.

Mr. Buchanan. I have just learned that I have been so designated.

Mr. Erdahl. All right, Mr. Chairman, thank you very much.

You have touched on some of the points that I was going to touch on, so I will not belabor the point.

I noticed that as Ms. Joyner started her testimony, we all made a little slip in our words, and maybe yours was a Freudian slip. You said "as you deliver on this bill," and I think you meant "deliberate." We hope that we will deliberate, and perhaps we will deliver as well.

I have had a chance to look over some of your testimony, even though I was not here.

In this whole area of coordination, we have heard about the dropouts. Ms. Danzberger in her testimony talks about how you deal with the people who have dropped out of school, talking about the work place program, and so forth. Could you be a little more specific about how you get these people back into the program?

Ms. Danzberger. One of the most effective ways we found is the utilization of the kids who are in the program. They are there. They are in the neighborhoods. They are in the community organization youth activities. Many of the dropouts we are serving have come back into school through the program, indeed have come in through word of mouth with their peers who have determined to stay in.

Our experience has been that the community based organizations and the church groups, those organizations that are dealing with the family and in some way dealing with the youth, and the youth themselves are the most effective ways to reach the out-of-school youth.

I think we are having the same problem that is national, and that is that these very disenchanted youth do not go to those official kinds of agencies that are set up to serve them. For instance, they really don't show up in the employment service agency of the State. Many of them have given up. Many of them do not understand the resources available to them. I know that our prime sponsor is having a great deal of problems identifying out-of-school youth, and then channeling them. So they certainly do not reach out. You have to go to where they are and find the entry through that.

Mr. Erdahl. I think it was Ms. Joyner who brought up the situation in Wayne County, Mich., and again this has been touched upon by both Mr. Ford and my colleague, Mr. Buchanan. What is really, as you see it, the proper administrative unit with which to deal? Is it really the LEA's, or is it some intermediate school administrative unit?

Ms. **Joyner**. We feel very strongly that the local educational unit has to be the focal point of programs. We see ourselves as a supportive organization, as a liaison, as a coordinator, a facilitator, if you will, in trying to keep it at the lowest level of government, rather than everything going through the State department of education, because you do get a little far removed the further you go from your local educational agency.

Mr. **Erdahl**. Thank you very much.

Ms. Tufts, on page 10 of your presentation, you mentioned something that caught my eye. When you speak about the $25,000 minimum "could certainly reduce flexibility in lower class rural districts," and you go on from that a bit. Could you elaborate a bit on the unnecessary restraint you see there?

Ms. **Tufts**. Yes. I think what we are trying to say there is, that there are some small school districts who could work on this and solve the problem, and it would not need to necessarily use $25,000 to do it. They might need less money within their own local area. We would not like to see that restriction of having to spend $25,000. It might be that you could serve two school districts and they might not be ones that could join together in intermediary.

Mr. **Erdahl**. Maybe even three little ones.

Ms. **Tufts**. That could be true in New Hampshire.

Mr. **Erdahl**. And in Minnesota, too.

Ms. **Tufts**. Right.

Mr. **Erdahl**. I thank the panel, and all the panels for being with us today.

I yield my time back to you, Mr. Chairman.

Mr. **Buchanan**. Thank you so much.

I will ask my colleague, are you sure you don't want to ask some more questions, so that I can be chairman a little longer? [Laughter.]

Mr. **Erdahl**. If you would yield, Mr. Chairman. I think what we have scored today is a coup d'etat, and a coup de grace. [Laughter.]

Mr. **Buchanan**. This is a highly educated note on which to end.

I would like to thank all the witnesses for your helpfulness, and we will be working with you as we proceed and take a hard look at the suggestions you have made.

I, therefore, declare the subcommittee adjourned until tomorrow morning at 9:30 a.m.

[Whereupon, at 12:10 p.m. the subcommittee adjourned, to reconvene at 9:30 a.m., Thursday, February 28, 1980.]

[Additional material submitted for the record follows:]

COMMONWEALTH OF KENTUCKY
DEPARTMENT OF EDUCATION
FRANKFORT, KY. 40601

RAYMOND BARBER
SUPERINTENDENT OF PUBLIC INSTRUCTION

March 18, 1980

The Honorable Carl D. Perkins, M. C.
United States House of Representatives
Room 2365 Rayburn House Office Building
Washington, D. C. 20515

Dear Congressman Perkins:

Thank you for the opportunity to appear before the Subcommittee on Elementary, Secondary, and Vocational Education to provide testimony relative to the President's Youth Initiative under CETA.

You will recall that Mr. Fred Schultz, Deputy Superintendent for Elementary and Secondary Education, delivered our testimony. I would like to take this opportunity to provide more specific reactions to the draft bill.

First of all, let me say that I am excited about the possibility of having the resources to serve this target population. We have recognized for several years that this group of students needed additional services which we simply were unable to provide because of a shortage of resources. This bill has the possibility of providing some of those resources.

Secondly, let me congratulate the drafters of the document for identifying a role for the State Department of Education in both the basic skills component and the vocational education component. It is not my philosophy that state agencies should add on additional regulations or in any way be a hindrance to local initiative and innovation, but I do believe that with all of the various programs directed toward improving education, it is necessary to have some degree of coordination at the state level. This bill provides for that coordination, and I believe we will be able to provide a very vital service to local school districts in this area.

Thirdly, the bill talks about the need for innovation and the development of new concepts to meet the needs of this target population. That, too, is to be commended. However, the drafters of the bill have gotten so specific in many areas that it seems unlikely that much innovation or creativity will be possible. I would recommend that the final version give much less emphasis to spelling out processes to be utilized and provide more emphasis on identifying target populations, planning, and evaluation and leave the development of implementation processes to state and local officials.

Subpart 3 of Title II of the draft limits the in-school vocational program to the tenth, eleventh, and twelfth grades. In my opinion, this will in effect eliminate any in-school program. In Kentucky, most of the target population has dropped out of school by the tenth grade and would be considered in the out-of-school program. It seems extremely important to me to change this limitation and back up to grade seven to begin the in-school effort. This will not only assure the school system an opportunity to reach these people before they drop out of school, but will also provide better linkages with our successful efforts in ESEA, Title I, at the elementary grade levels.

I believe it is equally important to be able to use the vocational grants in these lower grade levels. We have a practical arts program in Kentucky which we feel has tremendous potential for capturing the interest of and serving the needs of this target group population. The practical arts curriculum is somewhat similar to the manual arts training which was successful in the early development of public education in Kentucky. I believe this program has a great deal to offer these students and could be provided through the resources of this law.

The process described to be used to identify eligible schools is very cumbersome and in my opinion cannot be implemented in school districts that have desegregation plans or court ordered busing. Again, I can't see where this detailed process accomplishes anything in terms of quality and creativity and will only create problems for local school districts. I would suggest that the funds be focused on school districts and the law not deal at all with the process of identifying schools within a district.

If you need additional information or further clarification of these issues, please feel free to contact me or any member of my staff. Again, thank you for the opportunity to react to this proposal.

Sincerely,

Raymond Barber

Raymond Barber
Superintendent of Public Instruction

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HEARINGS ON THE PRESIDENT'S YOUTH EDUCATION AND EMPLOYMENT INITIATIVE

THURSDAY, FEBRUARY 28, 1980

House of Representatives,
Subcommittee on Elementary, Secondary,
and Vocational Education,
Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:40 a.m., pursuant to recess, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Members present: Representatives Perkins, Ford, Murphy, Kildee, Williams, Hawkins, Goodling, Buchanan, Erdahl, and Hinson.

Staff present: John F. Jennings, counsel; Nancy Kober, staff assistant; Richard DiEugenio, minority legislative associate; and Jennifer Vance, minority senior legislative associate.

Chairman **Perkins**. The committee will come to order to continue the hearings on the President's youth initiative program.

We are glad to welcome back to the Committee on Education and Labor, Mr. Albert Shanker, who has been before the committee on numerous occasions, and who very ably represents the American Federation of Teachers. He has done a wonderful job up in the State of New York. And Dr. Arthur Jefferson, general superintendent of the Detroit Public Schools.

You go ahead, Mr. Shanker. It is a great pleasure to see you here again.

STATEMENT OF ALBERT SHANKER, PRESIDENT, AMERICAN FEDERATION OF TEACHERS, AFL-CIO

Mr. **Shanker**. Mr. Chairman, members of the committee: My name is Albert Shanker, and I am president of the American Federation of Teachers, AFL-CIO. Our union represents over 550,000 teachers, paraprofessionals, and health care workers, all of whom have a very direct concern with Federal programs for youth.

You have before you written prepared testimony, which I do not intend to read. I will, in this presentation, highlight a number of the points that are made in the written testimony.

First, there is no question that there is a continuing need and a growing need for programs in this area. The figures in the last few years on the percentage of youth unemployed, especially in major cities around the country, are indeed alarming figures. With the rising interest rates, and the expected belt-tightening designed to cool off inflation, we can expect that there will be an increase in unemployment. As we know, the increase will be disproportionate in terms of youth, and more disproportionate still in terms of those youngsters who have not acquired basic skills.

We, also, of course, have a further problem in that our public schools tend to have largely academic orientation, and both in terms of Federal dollars and higher education assistance. In terms of what the public schools do, there is a much greater emphasis on helping those youngsters who are college-bound than non-college-bound youngsters. In that latter group, those without specific skills really do get much less, not only in the way of attention, but in the way of dollars and programs aimed at them.

I have been watching in recent years, with the development of YEDPA and various CETA programs, these developments with mixed feelings. On the one hand, we have supported these programs because they, obviously, filled a vacuum and provided programs that were needed. On the other hand, many of these programs were not geared to provide the best possible for the target population.

We were very much concerned with the fact that many of these programs provided low-level, dead-end type of jobs, which would lead nowhere for the individuals. We were also very concerned that some of these programs provided incentives for youngsters to drop out of school.

After all, if you had a high school spending, let us say, $2,000 on a child, and across the street was a new program, fully federally funded, provided a program that spent $7,500, and in some cases providing a stipend for the student to attend, it did not take much to say to that student: "You would be a heck of a lot better if you dropped out of public school, and walked across the street where you can be in a class that is a lot smaller, where the rules will be somewhat different, and where you will actually be paid for going to school."

The thing that troubled me most over this period of time is that here we were aware of a problem, a massive problem, a growing one, one with great explosive potential, yet we were waiting until the youngster dropped out, waiting until there was this great evidence of failure, and then we developed these programs to go out and look for them, to bring them back into some sort of training program.

The youngsters who end up in these programs are identifiable. Their teachers know who they are. Their guidance counselors know who they are. The school systems do, in many cases. Parents and community people do. They don't just develop these failures at the age of 15 or 14, or 16, 17, or 18.

They can be spotted in junior high school and high school, and it makes sense to give a major role to public schools in this country to identify these youngsters and to provide special programs which emphasize the basic skills which are necessary for any kind of decent employment in our society, and also programs which emphasize some knowledge of jobs available in the job market.

Therefore, the proposed legislation is an excellent step in the right direction. I am here to support it. I am also here, however, to point out some of the aspects of this legislation which I believe will create problems, and the hope that in your deliberations there will be some modifications before the legislation is adopted.

Once upon a time, the Federal role in education was to target certain programs and provide finances. Recently, especially in such programs as education for all handicapped, what we get are Federal mandates, and not very much Federal money, then a lot of Federal overseeing, which prods local school systems to do the job that the Federal Government has mandated that the local governments do.

Finally, if the local schools are unable to fulfill these mandates properly because of inadequate funding, along come the courts and sometimes the Federal yelling and screaming that the public schools have been unable to do the job properly. Therefore, we have to fund other institutions outside the public school system to do the job which the public schools have not done properly.

Of course, when these outside institutions are given a shot at it, they are generally provided with more funds than the public schools are provided to fulfill the same mandate. Simultaneously, they are also less regulated than the public schools are, and given a much broader latitude.

Now, I fear that those very problems are built into the proposed legislation. In this testimony I cite one example, and I could cite others, of a storefront remedial education operation which exemplifies some of these contradictions. The classes are segregated, something which would not be permitted in the public schools. The building would not pass the local building inspection, much less meet the needs of handicapped youngsters.

The young people receiving remedial education there must conform to a monthly point system, and the youngsters get negative points if they fail to do their homework, come to school late, are disruptive or disobey various rules. Anyone who gets eight points in a month must leave the school, and is either dropped out or pushed out, and that rate is 50 percent.

Now just think of what would happen if any public school did that. The public school would be viewed as being in violation of the Civil Rights Act, the Rehabilitation Act, the Education for All Handicapped Act, and various Supreme Court decisions dealing with due process rights for students. This particular storefront school is funded by YEDPA.

What we frequently deal with is a double standard. We create an image of schools not doing a job, when actually what we are doing is telling the schools to do three, or four, or five times as much of a job as what we then turn over to some private agency, and we don't hold the private agency to any of these obligations.

I would ask that you carefully look over this proposed legislation to see to it that local education agencies are not treated as inferior institutions, are not provided with the funding which is less than others, and are not provided with a set of rules and regulations, and obligations which they must adhere to which are greater than that for other agencies.

I was at a conference recently that dealt with youth unemployment, and I heard quite a few speeches about the terrible job that the public schools were doing, and the wonderful job that other agencies were doing in exactly the same area. I stopped a number of the speakers at the end of their speech, and I raised the question, "How do you know that the other agencies are doing so much better than the public schools?"

What was cited was all kinds of statistics about absentee rates in schools, dropout rates in schools, vandalism rates in schools, violence rates in schools, achievement test score declines. Then I turned and I asked, "What are the comparable rates of failure or success in each of these areas for community-based organizations?" The answer was, "We don't have anywhere where we can get this information from these other agencies."

So that is precisely where we are at the present time. The school systems across the country are required to produce information, are required to keep records, and so we know what the failures are. We know some of the successes, but we certainly know what the failures are. But we have other agencies funded under this program that are not required to keep the same records at all; therefore, we create a picture of success in one set of institutions and delivery systems, and a picture of failure in another.

I would also question a new proposal here which is that in programs in schools that there be local school site councils. I point to evidence that there is, first of all, not very much public support for this. Recent Gallup polls have shown that both parents and citizens in general are much less enthusiastic about these participatory schemes than legislators seem to be.

I would also ask why it is that we think that such school site councils would be more representative, and involve more people than the school boards do at the present time and the various private industry councils, vocational educational councils, career education advisory councils, CETA manpower planning councils, et cetera. Why add one additional council to the bunch we already have?

I have already referred to the various accountability mechanisms, and I would underline that there are two problems here. One is that whatever reporting and accountability mechanisms there are, they ought to be the same for local education agencies and for all other sponsors.

Second, I would urge that those reporting and accountability provisions be reasonable. Some of those which are proposed would involve the Federal Government much more than any previous legislation and questioning the judgment of local authorities. I would ask that those be reconsidered and rethought.

Finally, I would like to say that there is something that is brand new here, and rather shocking. That is a marked departure in terms of direct aid to private schools. The provisions would allow that services be provided through direct grants from the LEA to nonsectarian private schools. Further, it allows that if a State simply has a policy of not funding such schools, the Secretary of Education may bypass the State and do so.

There is absolutely no need for these provisions. Parochial school students are adequately provided for here in terms of the same services to students provisions as there are in title I of ESEA. We believe that education funds for students should go only to public schools. The Federal Government has no business providing direct grants to storefront operations to provide educational services.

I have already indicated my position on this, and I believe that we are faced here with the same. The reason for it is clear. It is a large public relations view that the public schools are not doing the job and that other schools are. I submit that there is no evidence that this is so.

I have indicated my support for the legislation, and I urge that you support it with the changes which I have underlined.

Thank you.

[The prepared statement of Albert Shanker follows:]

PREPARED STATEMENT OF ALBERT SHANKER, PRESIDENT, AMERICAN FEDERATION OF TEACHERS, AFL-CIO

I am Albert Shanker, President of the American Federation of Teachers, AFL-CIO, an organization of over 550,000 teachers, paraprofessionals and health care workers all of whom are directly concerned with the inability of our nation's youth to find meaningful work. The legislative proposals embodied in the specifications for the Youth Act of 1980 attempt to address an extremely complicated set of problems on which numerous well-intentioned people have widely diverging views. It is my view that the new direction charted by the Administration correctly attempts to re-emphasize education and the public school system as a major resource in helping unemployed and unemployable young people. I believe that choice makes sense. My remarks will also spell out in some detail what I believe to be the shortcomings of the proposed legislation. While I will concentrate on Title II, the Youth Education and Training section of the bill, I will also make references to Title I, Youth Employment and Training, because I believe there are major policy questions that involve both.

It is well-known that today large proportions of our young people are faced with unemployment. This is particularly true for urban disadvantaged youth, especially minorities. In 1978 the unemployment rate among 16-19 year olds was 26% in Chicago, 34% in

Detroit; 25.6% in Philadelphia and 25.5% in New York City. In the last quarter of 1979 teenage unemployment in New York City was 34.1% up nearly 99% from the previous year.

We also know that the causes of this grim picture are multiple. An economy in a recession has generally high unemployment rates, and when unemployment is high, youth employment is always disproportionately higher. Current attempts to slow inflation through higher interest rates will add to this problem. At least some of today's high youth employment is caused by the fact that there are simply more youth, the sons and daughters of the post-war baby boom generation, who are faced with a labor market in which entry level jobs are shrinking. These causes are relevant and policies must be designed to address them. But, the most immediate task before us is to insure that whatever the economic situation; whatever the relationship between demographics and labor market characteristics, all youth possess the education and the skills that will enable them to compete for a job.

Despite what some may tell you, education is, and will continue to be a crucial factor in the ability of a young person to secure employment. Consider the following items:

*for men and women of all ages high school dropouts are 2 to 3 times as likely to be unemployed as high school graduates;

*employability and income are enhanced by every year of additional schooling, according to recent studies (Christopher Jencks, Who Gets Ahead);

*the tighter the job market, the more employers tend to screen job applicants in terms of a high school diploma;

*recent studies show that basic skills are the first
priority of most employers in selecting applicants.

But, it is not enough to look only at crude facts that demonstrate the importance of education to employment. It is also essential to look at these facts in terms of projected trends and in terms of characteristics of the youth population we are trying to help. We know, for example, that the Bureau of Labor Statistics predicts that the demand for white collar workers who need skills will rise faster than the demand for unskilled workers. We also know that the American labor force is remarkably mobile and that the ability to change jobs successfully is enhanced by higher education skills. One study finds 36% of the adult working population either in work transition or anticipating one.

The question of how low-income, low-skilled uneducated youth will fare given this picture is easily answered--not very well. Three out of four low-income youth are below average in basic skills achievement. It is clear that education is what they need more than anything else.

It is also entirely appropriate for the federal government to give this group special attention. In fact, it is the non-college bound youth who have been most neglected by the federal government. Alice Rivlin, Director of the Congressional Budget Office, informs us that about half the federal funds that go to help 14 to 22 year olds reaches the fifth of that age group who go to college. She says that "the average federal expenditure on youth enrolled in post-secondary institutions is about twice as much per capita as that spent on youth enrolled in high school." We also know that about 80% of our Title I dollars get spent in elementary schools, leaving junior high and high schools without special federal support.

I am in general agreement with the new emphasis of the Youth Education and Training title of the Youth Act of 1980 for the reasons already stated and I hope this Subcommittee will support its passage. I believe emphasis on basic skills and employability skills for junior high and high school students is correct. I endorse its targeting of resources to those school districts with the highest concentrations of disadvantaged, poor youth. The program's emphasis on the school as an integrated unit is consistent with what practical experience tells us and what research concludes. I welcome the bill's recognition of the importance of counseling and individualization. I also recognize that for some high school youth work experience acts as a motivator, sustaining their commitment to school when, without it, they might drop out. The bill's support for these types of activities is also to be commended.

Yet, despite all these pluses, the bill contains serious flaws to which I would like to draw this Subcommittee's attention. Explaining my objections necessitates some brief discussion of what the federal role has been with regard to education and my views on some destructive contradictions which I believe this bill will promote.

Historically, federal education funds have been granted to groups with special needs. This perspective was fundamental to the creation of the Elementary and Secondary Education Act and other programs that have followed it. In each case, it has been entirely appropriate for the federal government to define specific priorities which its funds would serve. Money was granted on a take it or leave it basis. For the most part, it has been taken and often the states have picked up on these priorities, as well. In the case of compensatory education, nearly half of our states now fund programs modeled after Title I. Before ESEA only one state had such a program.

A combination of federal legislation and court decisions have more recently begun to transform the federal government's role from that of initiator or catalyst into that of overseeing compliance with mandates. This is most clearly evident in the case of the Education for All Handicapped Children Act. It is also apparent in recent interpretations of the Civil Rights Act that involve withholding of federal education funds.

Within the last five years we have witnessed an additional twist in federal legislation which not only confuses the picture but is making of our federal educational policies, a curious set of Catch-22 contradictions. The last few years have seen a tightening of requirements that school programs observe federal mandates at the same time as the Executive and Congress have proposed inadequate funding to comply with these mandates. When school success becomes problematic, the federal response is to pass new legislation that channels funds to institutions outside the public school system. Rather than focusing efforts on seeing to it that federal mandates are successfully met, the federal government fosters the creation of non-public, non-accountable institutions which reap a windfall from the supposed shortcomings of the public schools. Shortcomings for which the previous federal policies are partly responsible.

I believe that this charge can be fairly applied in the case of the existing Youth Employment and Demonstration Projects Act (YEDPA) and the Adult Education Act, both of which specifically encourage that some entity other than the public school system deliver educational services.

One store front remedial education operation that I am familiar with exemplifies some of these contradictions. The classes are segregated, and the building would not pass local building codes, much less meet the needs of handicapped youngsters. The young people receiving remedial education there must conform to a monthly point system. Youngsters get negative points if they fail to do their homework, come to school late, are disruptive or disobey various rules. Anyone who gets eight points in a month must leave the school. The drop-out or "push out" rate is 50%. Any public school that engaged in such practices would be in violation of the Civil Rights Act, the Rehabilitation Act, the Education for All Handicapped Children Act, and various Supreme Court decisions dealing with students' rights. This store-front school is funded by YEDPA.

I have digressed in this discussion for a reason. I am concerned that we design new legislation carefully. And, while the education legislation before you clearly does not involve mandates of the type referred to above, its design for public schools is so overburdened with redundant and unworkable governance mechanisms, program criteria and enforcement threats that those who decide to try to comply in return for funds cannot help but ask whether the potential successes are worth the burdens and the risk.

And, if the public schools have difficulty complying--what then? Under this legislation, private non-sectarian schools can move in and pick up the slack, using the very same funds that would have gone to the public schools. But these schools will not have to meet comparability and supplanting rules. And I believe that whatever prescriptions this bill sets up for comparable monitoring of private schools simply will not work. State and localities have no real leverage on the practices in private schools. Nor should they be expected to administer programs in them. This aspect of the proposed legislation embodies the very contradictions I have pointed out. It tightens demands on the public schools and at the same time offers to subsidize private schools that can deliberately evade them.

The burdens and risks lie in the administrative, governance and record keeping requirements which, in this bill, are very great. I do not believe that some of the specifics insisted on have merit. And, if I am right, not only will the federal government have over-extended itself (a concern I have already warned about in the debate over legislation creating the Department of Education, which authored many of these provisions) but, it has made bad judgements that will have serious consequences. I would like to discuss this concern in terms of a number of these specifics.

Local School Site Councils: Education and Work Councils

Councils are to federal education legislation as pie and motherhood are to family life in America. While involvement may have its value, it is worth asking how real is the involvement and how representative are those involved? What are the costs to those who participate, and would their time be better spent elsewhere? Even more important, the structures created in federal legislation should not undermine the authority of local school boards. I believe that the local school-site council provided for in this legislation does that, and I strongly urge you to delete it from the legislation.

Let me carry this argument further. Surely, such a proposal should have proven itself by successful experience before it is required in federal legislation. There is no evidence that school-site councils are a good idea or that they are in wide demand. In fact, what evidence we have, -- which is sketchy -- leads to negative conclusions. The council proposed in this bill has the right to approve or disapprove a school plan! Gallup polls of the public taken between 1969 and 1978 indicate that the overwhelming majority of the public opposes giving duly constituted decision-making authority to ad hoc citizen committees. From 70 - 75% want this authority to remain with local school boards,depending on what the particular issue is. AFT members in California, where school-site councils have advisory status, tell us that the councils have not accomplished much due to the low level of involvement and the unrepresentativeness of their members. A recent study done at Stanford University concludes that teachers, at least, feel their time is much better spent in classrooms than in council activity.

I think it is worth it for committee members to ask themselves just why this structure merits federal backing? Administration officials have admitted to us that no particular constituency pressed for these councils. Somebody in the bureaucracy just thought they would be a good idea. In my view they will undermine effective management of programs and place added time burdens on principals and teachers, with results that are, at best, marginal.

If we must have councils it is better to have them at the district level and make them advisory. At least district councils are more likely to draw community leaders who can have an impact. But here again, there is reason to raise questions. First of all, there are already numerous councils attached to federal legislation that are supposed to be considering similar sets of problems. There are Title I Advisory Councils, Private Industry Councils, Vocational Education Councils, Career Education Advisory Councils, CETA Manpower Planning Councils. Council-mania is carried to its ultimate absurdity when we discover one option in this legislation that has the Private Industry Council selecting members to the CETA Youth Opportunities Council which, under certain circumstances, can be substituted for the Education and Work Council.

It might be worth it for this Subcommittee to sponsor an inquiry sometime into exactly what happens to all these councils and how many of our precious federal dollars, which could be spent on programs already adequately monitored by local governments and local school boards, are being used to support them. In the meantime, if councils must be included in this legislation they should be at the district, not the school-site level, and they should be strictly advisory.

Accountability, Enforcement and Data Collection

The federal government has every right to know how its dollars are being spent and to require the collection of data that will help it make judgements. It even has a responsibility to do so. One of our criticisms of programs run under YEDPA up until now has been that they have not had to collect data that is comparable across programs. Without this it is impossible to make comparisons and value judgements. Decentralized decision-making is one thing, but failure to insist on the collection of similar data makes it impossible for us to evaluate the merits of what all the decision-making has created.

It is interesting to me that the education proposal before you and the employment and training proposals that will be part of the same legislation are totally inequitable when it comes to monitoring enforcement and the degree of program specificity demanded at the federal level (see attached chart). The drafters of this bill have clearly operated on the assumption that the public school system needs more watching than anybody else. This is an assumption to which I strongly object. One of the reasons public school critics are able to point up every shortcoming that comes along is precisely because public education is so carefully monitored. It is only fair that federal dollars going to others be tracked with equal vigor.

While I respect federal concerns for accountability, I also believe there are some aspects of this legislation which clearly go too far. It is not necessary, for example, that the federal government tell states that during the first year of a program they should look at absentee rates and the second and third years at drop-out rates and achivement gains. The Department of Education does not possess all wisdom on precisely when certain indexes become relevant to judgements of success. Nor do I see why the enforcement provisions of the General Education Provisions Act relating to the suspension or withholding of payments to an LEA should be applied more stringently to programs funded under this legislation than those funded by any other. Discretion in the suspension of payments should be allowed here, as it is elsewhere.

The charge put to local education agencies to specifically conduct a school competition for funds and to specifically judge each school plan in terms of federally determined criteria is, in my view, carrying federal oversight too far. By demanding that records be kept on absenteeism, drop outs, and achievement in basic skills and employability skills, plenty is already being said about the purposes of the program and the standards by which success will be judged. It is simply ridiculous to put the federal government in the position of possibly cutting off federal funds for failure to meet school plan criteria like the following:

> *judgement of the quality of the school's efforts to determine the nature of the needs of its students and the relationship of the needs of the students to the characteristics of the school's plan.
>
> *judgement of the degree to which the school's proposed program uses all available resources, including other federal and state funds to achieve its objectives...

What this useless verbiage does it set up a situation where the Department of Education, through State Education Agencies, can make monitoring and enforcement decisions based on some unspecific process by which local districts make decisions. While it is entirely appropriate to insist on general goals, as reflected by the items on on which data will be collected, this legislation goes beyond that in specifying precisely how those goals should be arrived at. Such an intrusion is entirely inappropriate.

The procedure for school-by-school competition for funds is also a bad idea. I believe that most eligible schools will submit good plans. This means that an open competition will simply force LEA's and their superintendents to move to criteria other than merit in selecting schools, thus ultimately turning the process into a demoralizing exercise for teachers and principals. A superintendent ought to be able to insure quality by disqualifying a highly ranked school that submits a poor plan, and perhaps he should have some discretionary dollars with which to reward an exceptional school of low rank, but the system ought to be as objective as possible and the best way to do that is to award school grants through primary reliance on ranking by poverty.

Private Schools

This legislation makes a marked departure from federal precedent in aid for private schools. It allows that services be "provided through direct grants from the LEA to nonsectarian private schools." Further, it allows that if a state of LEA simply has a "policy" of not funding such schools the Secretary of Education may bypass the state to do so. There is absolutely no need for these provisions. Parochial school students are adequately provided for here under the same services-to-students types of provisions as exist in other federal education legislation such as Title I of ESEA. The federal government has no business providing direct grants to storefront operations to provide educational services. That such grants will lead to creation of "non-sectarian" schools that did not previously exist is assured by the language which exempts these enterprises from comparability and non-supplanting requirements. Such a provision will assure that these federal funds make up part of the operating costs of such schools. We strongly oppose this provision.

While these are my main concerns, there are a number of other potential problems with the legislation that the Subcommittee should consider carefully. I will simply enumerate them briefly here, but would be willing to amplify on any of them:

* the option allowing LEA's to determine schools eligible for funding which have over 75% of their student body below the 25th percentile in basic skills achievement is problematic. The Congress has rejected this approach with Title I at the district level because using achievement cut-offs creates a negative incentive that encourages schools to maintain low scores in order to maintain eligibility.

* it is necessary, and it unfairly raises expectation, to award twice as many planning grants as final grants. The flawed open competition mechanism is what encourages this. Because forward funding should enable advance determination of the number of schools to get grants, and reliance on objective ranking by poverty is preferable, by using these two indicators it should be possible to award a number of planning grants that more closely approximates the number of final grants.

* the provision under which districts can use the CETA Youth Opportunities Council as its Education and Work Council creates a confused situation in terms of representation. The Education-Work Council model ought to be consistent for all districts.

* supplement non-supplant and comparability requirements should definitely apply only to the school level. While there should be guarantees of no reduction in existing amounts of state and local aid in individual schools, no attempt should be made to enforce these requirements with regard to individual pupils.

* while schools and LEA's can be required to develop basic skills and employability records, in consultation with prime

sponsors and Private Industry Councils, these entities should not have veto power over this aspect of school programs.

- while PIC's and LEA's should consult on which occupational skill areas should be emphasized in vocational education programs, such agreement should not be mandated. Education policy decisions are the responsibility of duly constituted school boards. The program must not short circuit that policy.
- the relationship between the targeted basic skills program monies and funds available under the Youth Employment and Training title's Education Cooperation Incentive Grants is not clear.

There are also some important issues on which the proposals are lacking. While the single-school approach may be a good one, by confining itself exclusively to that approach the legislation makes it very difficult for districts to set up special supplementary services that may involve a district-wide approach. There are no guarantees, for example, that school staffs will be adequately prepared to take on new responsibilities and get needed inservice support once planning money is used up. There is no likelihood that districts can build up district-wide counseling and placement operations to take advantage of the higher level contacts and clout that exists at the district level. And, if an alternative school were called for, how would it be set up when districts have no resources to use? It is unlikely that schools themselves will, or can, take such necessary initiatives. Nor is there provision for any comprehensive outreach possibilities that will attract drop outs back to school.

Finally, while the bill has its flaws, its general thrust presents us with real opportunities. The federal government has successfully taken the lead in answering the special needs of many groups in education. It is time to invest in our problem students of junior high and high school age. These school years are, after all, the most difficult for many. They are also the years when failure is most difficult to bear and at the same time most telling in terms of future success. Why wait until students drop out before we reach them? By reaching them earlier we can save money later on.

This bill is a modest investment that will begin the effort to eliminate unemployment as a way of life for many of our young people. This bill deserves your support.

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ACCOUNTABILITY, AND ENFORCEMENT
AND
DATA COLLECTION

TITLE I--YOUTH EDUCATION & TRAINING

Federal Level

1) Criteria for individual school plans outlined in federal legislation

2) provisions in GEPA modified to remove discretion in the withholding of funds, i.e.: fund withholding becomes mandatory

State Level

1) State submits set of assurances to Secretary on intent to comply with the law.

2) State submits plan to Secretary of Education specifying provisions for monitoring and enforcement. These are legislatively designated to include:
   a) specific numbers of site visits;
   b) elements considered in monitoring;
   c) provisions used in complying with enforcement provisions of GEPA in withholding or suspending funds;
   d) division of responsibility between SEA and state vocational education agency, where applicable;
   e) review and approval by governor.

3) SEA review (monitoring and enforcement) of LEA efforts with school programs.

TITLE II--YOUTH EMPLOYMENT & TRAINING

Federal Level

1) Secretary of Labor will establish prime sponsor performance standards based on job placement, job retention, return to school, program management suitable to the purposes of various programs. These standards will be revised annually depending on changing performance and knowledge.

2) Secretary of Labor may award incentive grants for special purpose objectives. Renewal of funding is conditional on "acceptable performance" and "attainment of agreed upon goals."

State Level

1) In instances where the state acts as a prime sponsor, the provisions listed below under prime sponsor are applicable.

4) SEA data collection from LEA's on:
   - a) absenteeism rates;
   - b) dropout rates;
   - c) achievement benchmarks specific timing suggested for when each type of data should be collected.

5) SEA corrective action required

6) State submits summary analysis of data to Secretary of Education.

Local Level

1) LEA must judge school plans according to federally designed criteria and performance standards relating to basic skills achievement, dropout rates, success in eliminating discrimination barriers to employment and the relationship of the school to private sector and prime sponsor. Specifics legislatively designated with regard to:
   - a) renewal of school funding;
   - b) the use of short-term or long-term goals;
   - c) insistence that a school reconsider its instructional program.

2) LEA must ensure school plans have major and sustaining effect on achievement, retention, and employment opportunities.

3) LEA must ensure compliance on
   - a) school selection
   - b) indentification of most needy students and provision of extra services to them including record-keeping of same;

Prime Sponsor Level

1) Programs must be "well-designed" and "well supervised" focusing on basic and occupational skills.

2) Provisions must:
   - a) establish locally developed benchmarks on progress and competencies;
   - b) establish performance standards on "in-puts" such as supervision;
   - c) assure a sequence of services in progression;
   - d) compile individual achievement records.

  c) maintenance of fiscal effort;
  d) guarantee of school-level comparability on basic services;
  e) guarantee of non-supplanting of special federal, state and local program funds;
  f) that racial and linguistic composition of schools selected is reflective of district's needy student population.

4) Ensuring coordination with prime sponsors and private industry.

Chairman PERKINS. Thank you very much, Mr. Shanker, for an excellent statement.

In order to conserve time, we will withhold our questions until after we hear from Dr. Jefferson.

Mr. Ford.

Mr. FORD. Thank you, Mr. Chairman.

It is indeed a pleasure to see two very dear friends at the same time. I am sorry, Al, that I was not here when you started.

Dr. Jefferson is a friend of long standing from the Detroit school system, one of the outstanding big city superintendents in this country. I am looking forward to hearing his reactions to this initiative because he is going to be describing here the big city school district with which I am most closely acquainted. Please recognize the heavy hitters he has with him this morning, Lou Monacel and Herschel Fort.

I should warn you, Mr. Chairman, that they were trained by a fellow named Bill Simmons, and that is why they sit in those seats and watch this legislation so carefully.

I thank you for the opportunity to introduce Dr. Jefferson, and I know you are going to appreciate his testimony.

STATEMENT OF ARTHUR JEFFERSON, PH. D., GENERAL SUPERINTENDENT, DETROIT PUBLIC SCHOOLS

Dr. JEFFERSON. Thank you, Mr. Chairman, members of the committee, and Congressman Ford.

I am Arthur Jefferson, superintendent of the school district of the city of Detroit. I certainly appreciate this opportunity to appear before the committee to react to the President's youth initiative, and especially to the basic education and skills training proposals, which as I understand it as proposed and if enacted, are to be administered by the Department of Education.

You have also my written testimony, and I do not intend going through every item of that testimony, but simply to highlight a few of the salient points with respect to that testimony, and with respect to how I view some of the issues surrounding the President's youth initiative.

I am sure that many people will appear before this committee and tell you how very severe the youth unemployment crisis is. You are probably going to be very beleaguered with statistics dealing with the really catastrophic situation that I believe exists.

Having said that, I do want to add some base of reality from my perspective as it relates to the situation in the city of Detroit and the State of Michigan, which I submit is probably somewhat atypical, but in another sense is true throughout this country with respect to this very serious problem of youth unemployment.

In our city, over 60 percent of the youth who currently seek employment are unable to secure employment. When I use that figure of 60 percent, I am only citing those youth who do try to find work and who are counted. I suspect that there are many more youth who have given up and who have joined the swelling ranks of the under class.

One of our daily newspapers, the Detroit Free Press, over the weekend ran an article which cited that there are more youth in jail in the Metropolitan Detroit area than there are in Federal job training programs. Incidentally, these are youth in jail at a cost of some $18,000 per person. I have not, obviously, been able to validate those statistics, but their validation would probably not surprise me.

I am pointing out these dramatic instances to make the obvious point. Youth unemployment is terribly high. Second, the fact that this society pays for this level of unemployment and lack of training, one way or another, and generally at the back end of it in terms of incarcerations we pay a very dear price economically, but also we pay a tremendous price in terms of the loss of human resources.

I recognize that the President's youth initiatives are a response, albeit, I believe, a very rational, reasonable, and innovative response to a national crisis. I am here this morning to lend my support to that response in terms of tackling the very serious problem.

I would like to speak just for a moment about our situation in the State of Michigan and the city of Detroit. I think all of you know that our State and our city are dependent very heavily upon the automobile industry. The current downturn in automobile production has brought about a devastating upturn in overall unemployment in our State and in our city.

This unemployment upturn in the city of Detroit, I understand, is about 10.5 percent for whites, and is much higher for nonwhites in our city and in our State. I submit that this is a very unparalleled situation within our Nation that cries out for immediate response.

This kind of a situation poses a particular hardship on the schools because we serve more than 80 percent of the economically disadvantaged youth residing in the city. But over the past 4 years the schools, in an attempt to try to respond to their mission, have tried to intensify the efforts and focus on vocational training, job skills, and employability skills training.

However, as the economy lags and the job market shrinks, the young people must compete with older, more experienced adults for even the lowest paying jobs. I submit to you that if the school system programs are to be successful, they need a boost and the kind of stimulus which I believe the President's initiative could provide.

I also want to point out to you that a lot of us who have the responsibility of working directly in the school districts, particularly in large urban school districts, believe that even with meager resources we have the experience, we have the track record of trying to tackle the problem of increasing the level of skill acquisition on the part of our students, of trying to make a meaningful marriage between schooling and the world of work, even though we are constantly facing the problem of moving from one financial crisis to another.

In my own district, for an example, I have the unpleasant task of trying to cut $9 million out of an already inadequate budget prior to the end of this fiscal year. My colleagues in other school districts are faced with similar problems. One could go down the list of the Chicagos, Philadelphias, the Washington, D.C.s, the New Yorks, and so forth.

Notwithstanding that fact, we believe that we do have the skills. We are trying to mount programs that speak to upgrading the basic skills of our secondary students, so that they can become employable, so that they can enter the job market with a degree of success.

I have tried to cite in my testimony some of the things that we are doing in the school district of Detroit to try to attack those problems of upgrading the basic acquisition of skills. I list a number of programs that we have underway. Second, I try to point out that we have attempted to bridge the gap between schooling and the world of work with some, I believe, exciting programs with business, industry, and labor.

I mention the programs that we have started with the General Motors Corp., with the Burroughs Corp., and with a number of others under the umbrella of a general thrust that we call "New Direction." New Direction is a partnership between labor, business and education in our city. I submit to you also that there are similar efforts going on in other urban school districts that I am aware of throughout this country.

I make that point to underscore the fact that there are some, I have heard, who believe that we are not ready and capable of taking advantage of the President's initiative if enacted into law. I take exception to that. I think we are ready. I think we have laid foundations in many instances where we are ready to take advantage of some of these if this program is enacted into law, and appropriations are granted by the Congress of the United States.

I also want to make the point that we accept our responsibility for aiding and mitigating the youth unemployment crisis. However, I believe that our success is directly dependent upon an increased dollar commitment which I believe must flow from the Federal Government to the school districts.

The school district should have the flexibility where appropriate to extend programs and activities that show promise of enhancing the employability of youth. Funds for improving the employability of youth must be new funding, I believe, over existing specially funded programs.

I have finally two or three comments to make with respect to what has been proposed, as I understand it, by the administration to which I would hope this subcommittee would give some serious consideration.

My analysis of the legislative specifications of the youth initiative leads me directly to the conclusion that the goal of the administration's Youth Act of 1980 can best be met by incorporating into the legislation the following provisions and conditions.

One, with respect to the formula funding, we in Detroit are very much in favor of a concentration formula similar to the title I ESEA. We believe that funds should be forward funded and granted to the local educational agencies on a noncompetitive basis. We think the needs are there so that it should be on an entitlement basis similar to title I, and not on a very devisive competitive basis as some other programs are.

Two, we are also not in favor of local competition for planning grants. By that I mean, once a district is eligible, we believe that there ought to be dollars made available for planning. When we get to the implementation, I happen to believe that it is not necessarily bad to have some competition for implementation portions of the grant, but not for the planning portion.

If we have, by way of a specific example, 100 schools that are eligible, I believe that there ought to be dollars made available for planning for those 100 schools, even though in the final analysis only 50 of those schools may eventually receive implementation dollars.

Three, I believe that there ought not to be any stipulations that require local districts to provide for matching funds in this program. I say this in light of my experience, and the experience that I know exists in other school districts. If matching funds are to be provided, it will create an undue hardship, and probably will mean that some districts will not be able to participate in the program at all because their general funds simply will not allow for any matching.

With respect to allocation of formula funds and State administration of vocational education, I believe that all dollars should flow from the Federal Government to the local educational agency. This 75-25 split with set-aside moneys flowing through the State vocational education system, in my judgment, ought not be included as a part of this legislation.

From my experience, all too often it has been our school district's experience that State educational agencies serve only as an additional bureaucratic layer which the local school district is forced to relate. Geographical appropriations, matching fund requirements, and numerous administrative procedures and reporting requirements are, in my judgment, hindrances that the school districts face when dealing with State administrated programs.

To be very direct, I think the Detroit Public School System should be and is the best judge of the basic and vocational needs of its students and, therefore, is the appropriate agent to administer 100 percent of the funds to which we are entitled. Obviously, I am extending that to any recipient school district by using the example of Detroit.

I heard Mr. Shanker speak to the issue of the advisory councils. Most urban school districts have a variety of councils where there is an opportunity for parental and other community persons to participate in the educational decisionmaking process.

The only thing that I would recommend to this committee is that if you are going to have a viable program, as I understand the initiative of the administration, certainly one would want to get a wide spectrum of persons involved in the planning process, so that one could get the best thinking, as well as hopefully the best commitment. I would hope, however, that if the legislation includes this subject, that there would not be rigid prescribed sets of guidelines handed down.

In other words, that there would be maximum flexibility allowed for the local school district to incorporate in many instances already viable advisory bodies, rather than having to create a new mechanism simply for the purpose of doing so.

I want to be very clear on this point. I have no objection, and I am not recommending that there not be such advisory bodies. I am saying that I would hope that there would not be very rigid prescriptions which would be set down which would not allow the maximum flexibility for local school districts.

Finally, I think it is obvious to say that unemployment is a tragedy for everybody. But it is especially tragic for young people about to enter the world of work. All too often these youths find themselves unmotivated and ill-prepared for what the world of work has to offer.

Even more unfortunate is the fact that the youth unemployment crisis springs from not only weaknesses in the health of the economy and the shortcomings of our labor market, but also from our students' failure to acquire basic reading, writing, and computational skills. Minority youth are additionally handicapped because they lack knowledge in the area of general employment and job-seeking skills.

Schools can play, and I believe must play, a very important role. I am here to say that generally my colleagues that I talk to take that responsibility very seriously. We know that we have the responsibility to basically take care of making sure that our young people acquire those basic literacy skills. We need help in order to achieve that to the maximum degree that we know is needed out there and that our youth deserve.

It seems to me that what the President is proposing will provide that kind of assistance to all of us to get the job done.

Thank you very much, Mr. Chairman and members of the subcommittee.

[The prepared statement of Arthur Jefferson follows:]

PREPARED STATEMENT OF ARTHUR JEFFERSON, GENERAL SUPERINTENDENT, DETROIT PUBLIC SCHOOLS

The Detroit Public School System recognizes that unemployment is a tragedy for everybody, but it is especially tragic for young people who reside in urban areas like Detroit. Detroit's young people make up a "fringe" society that lives on the edges of the economy and for whom economic opportunities, for all practical purposes, do not exist. Because of the City of Detroit's dependency on the automobile industry and the downturn not only in the auto industry itself, but also a downturn in the "support" industries as well, the economic hardships are almost unparalleled in the nation. Detroit's adult unemployment now hovers around 9 percent while the national average is 6.2 percent. Youth unemployment in Detroit averages about 40 percent as compared to 32.50 percent nationally. Unemployment among young Blacks is even worst with the rate at 62% in the Detroit area. The economic and employment conditions of the City poses a particular hardship on the schools in that Detroit Public Schools serves 81% of all young people living in Detroit households where the head of the family is jobless and/or relies on some type of public assistance for survival.

Detroit young people between the ages of 14 and 21 mirror the situations that exist within their families. These youth are in and out of school, employment, unemployment and are battered by aggregate economic conditions. They also suffer from the effects of race and sex discrimination. As has been demonstrated time and again, a positive correlation exists between student achievement and socio-economic conditions. The chart on page 2 shows that nearly 70% of Detroit public school youth identified as economically disadvantaged scored below national norms in reading and math. The percentage of students scoring below national norms becomes increasingly greater at the secondary level. It is interesting to note that at the secondary level, made up primarily of Black youngsters age 14 to 19, the unemployment rate stands at 62.4 percent.

Number and Percent of Title I and/or Article 3 Eligible students Below National Norms in Detroit Public Schools.

1979 - 1980

Detroit Public Schools

Grade Level	Enrollments	Reading Skills	Percent	Mathematics Skills	Percent
K	17,179	9,059	53	6,830	40
1	19,797	9,669	48	7,316	37
2	19,797	11,023	55	10,770	54
3	18,720	10,358	55	11,343	61
4	16,901	10,049	59	10,780	64
5	15,745	10,742	68	11,068	70
6	16,428	11,648	71	11,609	71
7	10,852	9,517	88	9,799	90
8	9,734	8,537	87	8,790	90
9	8,323	8,002	91	8,232	93
10	6,809	6,176	91	6,353	93
11	4,922	4,528	92	4,612	94
12	3,994	3,674	92	3,742	94
TOTAL	169,201	112,982	67	111,244	66

If problems associated with the economy, employment and achievement of disadvantaged youth were not enough to deal with, Detroit Schools faces a nine million dollar deficit for the 79-80 school year. This deficit is the result of a carryover deficit from the 78-79 school year, inflation, new contract settlements for employees and other mandatory costs which exceeded budget projections. The Detroit School District, like so many other large urban districts, grapple with balancing the budget despite decreasing operating revenues.

A rather bleak, depressing picture has been painted here : however, the Detroit Public Schools System has reason to believe that it is moving toward a renaissance-a renaissance that will surge ahead with the full implementation of the President's Youth Education and Employment Initiative. This renaissance has been so encouraging that the school's accomplishments have been the subject of a weekly series in one of the country's largest newspapers, The Detroit News (see accompanying news article in the Appendix). A brief presentation of the Detroit Schools accomplishments will illustrate the nature and extent of this improved school management and performance that has been dubbed "renaissance." In doing so it will become evident how critical the need is for a comprehensive, yet manageable youth employment program that will support and not fragment the School's current efforts, especially in the area of basic skills.

STUDENT ACHIEVEMENT

Each year, the Michigan State Department of Education tests all fourth and seventh graders in reading and mathematics. For the first time in fall of 1979, the test was mandated for grade ten. The scores for our Detroit students indicate marked improvement over last year's scores. An analysis of the test results indicate a significant gain in the number of students who mastered 75% or more of the objectives of the Michigan Educational Assessment Program (MEAP). Though the scores earned by 10th graders are somewhat disheartening, it is anticipated that next year's assessment results will show marked improvement once special attention is focused on specific objectives tested and students and teachers gain experience with the MEAP.

CITY WIDE READING PROGRAM

All Detroit elementary, middle and special education schools are now using a City-wide Reading Management System called DORT- an acronym for Detroit Objective Reference Tests. DORT is a reading program with common skill objectives for each grade level. The program measures proficiency in selected skills with carefully developed tests. Once a student's weaknesses are identified, the teacher provides instruction designed to strengthen and promote skill development. Profiles are maintained for each class so that the teacher, the students and parents will know the progress of each child. The innovative DORT program is now in its fourth year of operation and has provided a positive, challenging means of contributing to improved student achievement.

DETROIT HIGH SCHOOL PROFICIENCY PROGRAM

When the Detroit Board of Education approved the Detroit High School Proficiency Program in August, 1977, the expectation was that this effort would be a major contribution to the improvement of teaching and learning for Detroit Public School children and youth.

Pilot testing of the program began this spring. Full program implementation begins in September. The June, 1981 class will be the first class required to pass a proficiency test prior to graduating.

The Detroit High School Proficiency Program is not a pilot or experimental program but is a long-range instructional program. It is designed to improve the learning of fundamental skills and to guarantee to students, parents, prospective employers, and the community-at-large that our graduates are proficient in reading, writing and mathematics skills.

Undergirding the Proficiency Program are a series of graduation modifications adopted by the Central Board of Education in June of 1977. These modifications were implemented in an effort to improve senior high school offerings and thereby prepare students more realistically for their roles as consumers and citizens. High school graduation requirements have been modified to include Vocational Exploration, Health Education, Consumer Education, Basic Law, Corrective Reading and Mathematics, Outside-of-School Experience, and Career Guidance.

ALTERNATIVE EDUCATION

Students at all levels in the Detroit Public Schools are provided with alternative vehicles for learning. Four secondary Schools provide specialized programs geared to individual needs of students:

- Cass Technical High School offers intensive studies in 28 programs in Art, Business, Home Economics, Music, Performing Arts, Science and Vocational Technology
- Aero Mechanics High School built and equipped to offer specialized instruction and hangar-shop experience leading to Federal Aviation Administration certification in powerplant and airframe technology.

.Community High School, located on Wayne State's campus, uses community resources wherever possible and offers curriculums not available in other Detroit high schools to approximately 300 students each semester. Its theme is "The Classroom Cannot Be Our World-Rather, the World Should Be Our Classroom."

.Renaissance High School opened in fall 1978 with 200 ninth graders and 200 tenth graders who had demonstrated exceptional academic talent. Eleventh graders will be admitted this year. The sciences and humanities are stressed in Renaissance High's college program.

Alternative programs for middle and elementary school students include:

.Magnet Middle Schools that serve more than 4,000 students grades five through eight. Programs are child-centered and activity oriented.

.Region 4 Open Elementary and Middle Schools provide a British-style, structured, individualized small group program. Parents are active participants as volunteers and supporters in the instructional program

- Burton International School which serves elementary students from across the city. The multi-cultural, multi-ethnic, multi-lingual program serves 400 students representing 18 ethnic groups.
- C.L. Golightly Education Center, which is jointly operated by the Wayne State University's College of Education and the Detroit Public Schools and serves 120 children in kindergarten through the third grade. Students selected to provide a classroom balance of racial, sexual, and socioeconomic backgrounds. College students are provided with teacher training and valuable research experiences.
- Bilingual Education-The Detroit Public Schools bilingual staff began the 1978-79 school year with six weeks of intensive workshops which provided training in team teaching, English language development, and in assessing and developing special programs to meet the needs of middle and high school bilingual students. These workshops also led to the

development of a series of curriculum and administrative guides in multi-cultural education related to the Arabic, Armenian, Black, Chaldean, Chinese, Cuban and Mexican cultures, the involvement of parents, the teaching of English as a Second Language, the teaching of Spanish language arts, and bilingual mathematics and science.

A recently completed survey revealed some 5,000 students coming from homes where a language other than English is spoken primarily. Of these students over 4,300 were eligible for bilingual services. They represent some 70 different languages.

.Vocational Technical Education-September, 1980 will mark the opening of the first five Detroit-area Vocational Technical Centers designed to provide occupational adult training in addition to employability skills training. Area Center #1 is located in the Detroit Medical Center and will offer job training in the health occupations. The other four centers, when opened, will provide job training in the Arts, Transportation, Business, Construction Trades, Food Management, Aerospace, just to name a few. Economic analysts predict that 11,500 new jobs will be available in the Detroit area within the next few years. The Detroit Public Schools has initiated several new programs to better prepare students to assume rewarding careers in business and industry:

Fifty-five additional programs in senior high schools have been approved for State Vocational "Added Cost" Funding for the 1979-80 school year. This will expand state-approved vocational courses to 2400 additional high school students.

Our nationally recognized Future Homemakers of America/Home Economics Related Occupation Clubs have been expanded in all of our senior high and to four middle schools. Membership is open to all students.

The Consumer Education Program, required to all ninth grade students, is in operation in all senior high schools, and has completed its first year.

Forty-two additional cooperative vocational student stations in auto mechanics, commercial foods, electronics, as well as in other occupations have been developed for the 1979-80 school year.

NEW DIRECTIONS

New Directions is a series of partnership programs initiated in 1978 with the encouragement of City of Detroit's Economic Growth Council. The programs provide a means for business and industry to help close the gap between the world of education and the world of work. During the past year, the programs have been varied and challenging:

.Detroit Pre-Employment Training Center, funded primarily by General Motors and operated by 70001, Ltd., opened in January, 1979. Over 1600 high school seniors spent four weeks at the Center learning attitudes and skills necessary for success in the heavy industry environment.

The Center has been equipped with a stimulated assembly line, and students even spend one week working on an afternoon shift from 3:00 to 11:00 p.m. Student intern program at Smith, Hinchman, and Grylls-Detroit's largest architecture and engineering firm-and a General Motors high school counselor intern program completed a third year of operation this year. These programs were expanded this year by offering student internship opportunities at other firms and by expanding the General Motors internship to include high school vocational education teachers. During 1980 student intern and co-op programs were implemented with General Motors serving high achieving math and science students and with Burroughs Corporation serving students highly motivated to pursue careers in computer technology.

The Detroit Diesel Allison Division of General Motors hosted a pilot "Classrooms in Industry" program, and Manufacture's Bank sponsored a Current Events Quiz and a Scholarship Program.

In keeping with the New Directions thrust, the Business Education Department has expanded its business-industry school involvement during the 1979-80 school year.

Office and distributive education co-op programs have worked closely with more than 600 area business firms-an increase of more than ten percent over

466

last year. Co-ops in these jobs have earned a record $2,800,000.

Youth Employment Projects-Utilizing a combination of funds provided through CETA, Title I and School District monies, the District has provided work-experience, job counseling and skill training to more than 6,000 youth. (See Appendix for detailed description) These programs have enabled the School District to provide preparation and training for the work world that far exceeds what could have been accomplished in the absence of special monies. It is our anticipation that during the coming years the District will have the opportunity to tap additional resources, human and financial, and step up our attack on the youth employment crisis.

The School District has mounted a wide array of programs designed to improve the acquisition of not only basic skills but skills in job seeking, job-getting and job holding. So far reaching have been the schools efforts and improvements, students, staff and parents have characterized the schools as being "reborn". But all concerned know that this "renaissance" does not go far enough. The numbers of low-achieving students are still too high. The youth unemployment rate is still alarmingly high. Moreover, despite our New Directions and Vocational Technical programs, students are unserved or underserved. For example, current CETA youth programs (YETP, YCCIP, YIEPP, ISYWEP) serve approximately 6,000 of the more than 24,000 students that could benefit from systematic training and preparation for the work world. Detroit area employers are begging for young people who have oral and written communication skills, a reliable work record, and are willing to work his/her way up in the labor force.

The School District, though financially strapped, has made the most of the limited resources that are becoming more scarce as time passes. The District is therefore looking to the President's new Education and Employment Initiative for assistance and support. The commitment to the youth Detroit schools serve is clear. An increased dollar commitment to be provided as a part of the new Basic Education and Skill Training Legislation will ensure that students most in need will continue to be served. Another one-third of Detroit Public School youth heretofore unserved or underserved stand to benefit the most from the increase in quality and quantity of basic education and employment-related opportunities.

For the most part, Detroit Public Schools is encouraged by the Proposed Youth Initiatives legislation presently emerging from the White House. One of the most important involvements is that of the local school district. A complementary role for the schools is essential if the youth employment crisis is to be mitigated. An analysis of the legislative specifications of the Youth Initiative leads me to believe that the goal of the Administration's Youth Act of 1980 can best be met by incorporating into the legislation, the following provisions and conditions:

With respect to the funding formula:

- Detroit Public Schools is very much in favor of a concentration-like formula similar to Title I-ESEA. Funds should be forward-funded and granted to the LEA on a non-competitive basis. The District, however, is not in favor of local school competition for planning and implementation grants. Instead funds should be granted to all eligible schools where significant needs exist subject to the availability of funds. To have the local schools compete against one another is devisive, raises false hopes, and produces a political climate that precludes making wise and fair funding decisions. Detroit Public Schools is in favor of the LEA making school selections up front based on a prescribed eligibility criteria. Once the identified schools develop effective plans and performance standards designed to meet the basic and employment skill needs of low-achieving, limited-

English speaking handicapped or otherwise needy students, they would receive funds commensurate with the needs expressed.

- Most important is a provision that permits funds to be awarded to districts as direct grants with no matching funds required. In light of our own poor fiscal outlook, matching fund requirements from our general fund would impede if not eliminate altogether full participation in the education department's new Youth Initiatives.

With respect to allocation of formula funds, and State Administration of Vocational Education:

- All dollars should flow from the federal government to the LEA. The 75/25 split with set-aside monies flowing through the State Vocational Education System is not recommended. It has been this school district's experience to have the SEA serve only as an additional bureaucratic layer with which the LEA would have to relate. Geographical appropriations, matching fund requirements and numerous administrative procedures and reporting requirements are hindrances that the School District faces when dealing with State-administered programs. Detroit Public Schools is the best judge of the basic and vocational needs of its students and therefore is the appropriate agent to administer 100% of the funds to which we are entitled.

The LEA and not the State should be the "sole agency" responsible for the administration grant funds earmarked for vocational education.

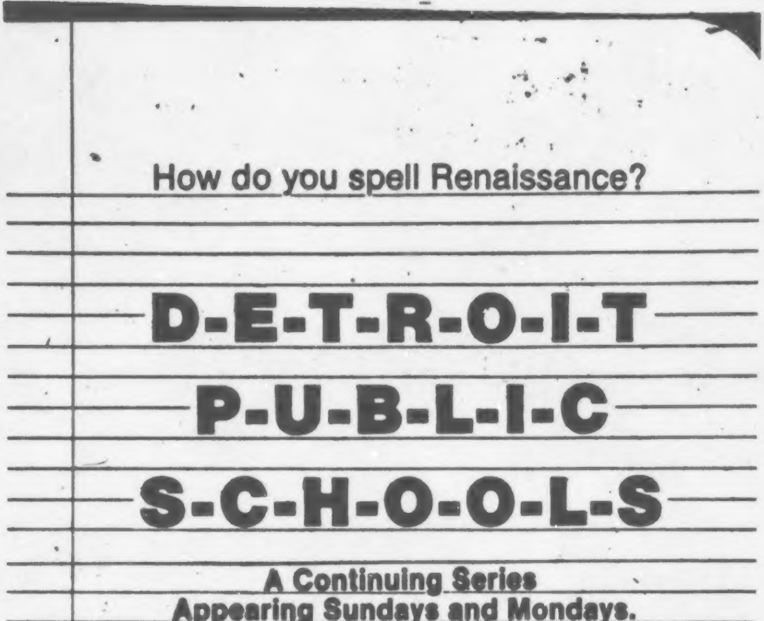
With respect to the Education - Work Council:

- The School District recognizes the need for an advisory body in developing and implementing the Administration's Youth Initiatives, however, within the Detroit Public Schools there operates a plethora of advisory councils. Some are voluntary; some are mandatory; some are even court-ordered. To create yet another advisory council could serve to duplicate and fragment existing efforts. LEA's should be allowed to utilize an existing advisory council especially when goals and objectives are compatible and are closely aligned with those of the Administration's.

The Detroit Public Schools is willing to accept its responsibility for providing students with an educational foundation of attitudes, skills and knowledge upon which productive lives can be built. Alternative settings and a variety of strategies make it possible for many of our young people to learn successfully. However different settings and strategies are costly. Full implementation of the new Youth Initiative will provide the resources necessary to build upon and expand existing programs that have served to create "a renaissance" of learning in our schools.

Alliances with business and industry are a reality in the Detroit School System. The mechanisms for increased emphasis on basic education and skills training are already in place. We need only the full implementation of the education department's Youth Initiative legislation that guarantees school districts' flexibility in planning, increased financial support and assistance for as long as the needs exist.

APPENDIX A



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APPENDIX B

School District of the City of Detroit
Youth Employment Programs

	Program Staffing	Description of Program	Basic Skills Component	Counseling Component
NAME OF PROGRAM : Youth Incentive Entitlement Pilot Project **FUNDING SOURCE** : CETA - Title IV **FUNDING LEVEL** : Three grants totaling $2,539,062 **DURATION OF GRANT** : January 1, 1979 June 30, 1980 **NO. OF STUDENTS SERVED** : 6000	1 Project Director 1 Administrative Assistant 3 Junior Administrative Assistants 20 Counselors 20 Work-Study Assistants 12 Secretaries	Project is designed to provide subsidized work experiences, supplemental counseling and on-the-job supervision for all students eligible to participate in the project. Test the feasibility of guaranteeing part-time employment during the school years to 16-19 year old economically disadvantaged youth who are willing to return to high school. Test whether or not jobs can be a means of decreasing the school dropout rate. Assist students in developing competencies, habits and attitudes essential to successful employment.	Students receive the services designed to remediate academic deficiencies. Tutorial help is provided to those students who earn poor grades or exhibit deficiencies in reading, math and other academic areas if the need exists.	Counselors provide career counseling and career guidance to YIEPP students. Counseling aims to develop understanding of current and projected occupational opportunities and broaden the participants perception of the World of Work.

School District of the City of Detroit
Youth Employment Programs

	Program Staffing	Description of Program	Basic Skills Component	Counseling Component
NAME OF PROGRAM : YETP - Youth Employment & Training Project **FUNDING SOURCE** : CETA - Title IV **FUNDING LEVEL** : $1,389,820 **DURATION OF GRANT** : 10-1-79 to 9-30-80 **NO. OF STUDENTS SERVED** : 300	1 Project Director 3 Teacher Co-ordinators 3 Work Study Assistants 3 School Service Assistants 1 Secretary 4 Clerk Typist	Three hundred students between the ages of 16 and 19 enrolled in Northern, Central and Southeastern receive services designed to: Provide economically disadvantaged students with paid work experiences at selected sites throughout the city Provide special counseling that will develop skills and attitudes conducive to successful work experiences. Provide career awareness and career development experiences designed to aid students in making informed career choices	No Basic Skills Component as such. Students are scheduled for regular high school offerings. Basic skills component not charged to the project.	Counseling is conducted by Chrysler Learning, Inc. Students receive five hours of counseling per week. Counseling focuses on: ·skill development ·work attitudes ·career development ·making career choices

School District of the City of Detroit
Youth Employment Programs

	Program Staffing	Description of Program	Basic Skills Component	Counseling Component
NAME OF PROGRAM : YCCIP FUNDING SOURCE : CETA - Title IV FUNDING LEVEL : $330,984 DURATION OF GRANT : 10-01-79 to 9-30-80 NO. OF STUDENTS SERVED : 160	2 Work Study Assistants 2 Secretaries	Eligible students enrolled at Central, Cooley, Mackenzie, Northwestern and five additional schools to be selected receive services designed to: To aid students in learning skills related to the maintenance and repair, and upkeep of school facilities. To assist students in understanding the nature and extent of their interests and capabilities To promote understanding of work habits and attitudes essential to successful employment To develop competencies that will aid youth in making the transition into adult employment situations	Students receive basic instruction as a part of regular school offerings. Not charged to the project.	Students receive counseling and information related to career job seeking, and job-holding behavior. They also receive academic counseling to insure normal progress in the regular classroom

School District of the City of Detroit
Youth Employment Programs

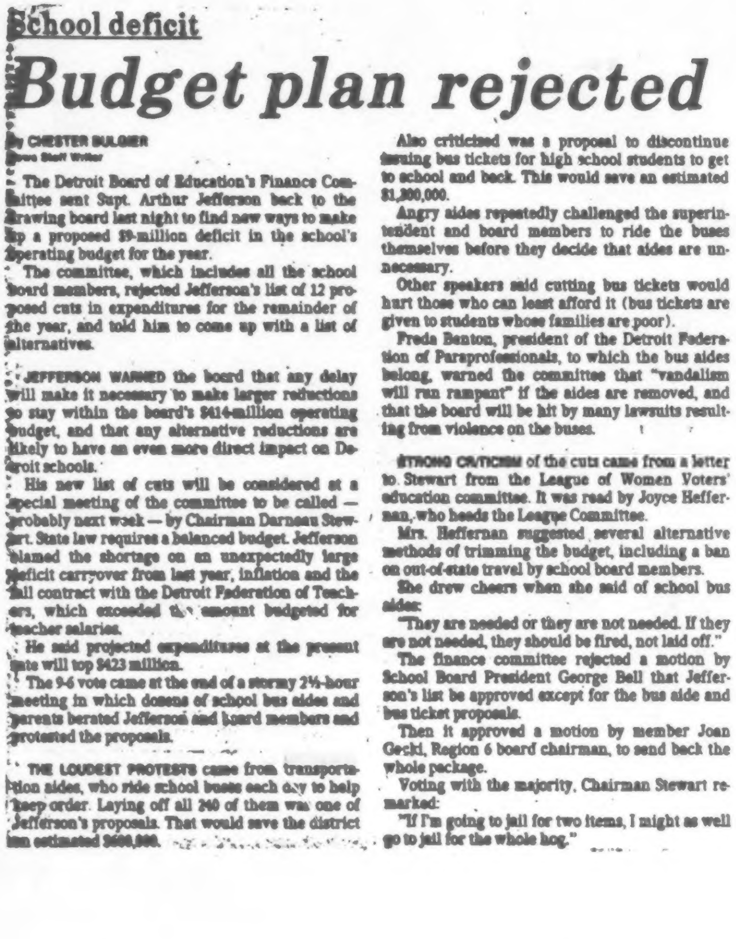
	Program Staffing	Description of Program	Basic Skills Component	Counseling Component
NAME OF PROGRAM Middle School Work Study **FUNDING SOURCE** Title I **FUNDING LEVEL** $380,775 **DURATION OF GRANT** September 1979 thru August 1980 **NO. OF STUDENTS SERVED** 750	1 Director 5 Teacher/Counselors 6 Secretaries	Fourteen-year old Title I middle school youth are offered, as a support service, an opportunity to work under close supervision and with extra counseling in order to improve their academic and aspirational levels and encourage them to continue in school through high school graduation. Specifically, the program aims to enhance the enrollees' academic performance by improving their self-concept, classroom attendance and providing academically related employment. A paid work experience is built around academically related employment, on-the-job supervision in group sessions. Tutorial training, academic remediation and career exploration, using workshops and selected visits to colleges and industry are also offered.	Approximately fifty percent of the participating students are enrolled in a Title I reading or math laboratory. Intensive development of mathematics and/or reading skills are persued five (5) class periods per week. All other participating students receive reading and or math skills to facilitate their involvement as tutorers. These skills are provided by the Middle School Work Study counselor on an individual basis or small group session. Tutorial skills are also developed in two Saturday workshop setting, 5 hours in length.	Students are counseled to assist them in developing a compatible peer group relationship, a positive relationship with adults, and in making a smooth transition to high school.

School District of the City of Detroit
Youth Employment Programs

	Program Staffing	Description of Program	Basic Skills Component	Counseling Component
NAME OF PROGRAM Job Upgrading **FUNDING SOURCE** Board Title I **FUNDING LEVEL** Board - $515,350 Title I - $247,150 **DURATION OF GRANT** September 1979 thru August 1980 **NO. OF STUDENTS SERVED** Approximately 500-600 Turnover occurs generally three times a year. Consequently, 1,800 students are served.	1 Director 1 Job Coordinator 19 Teacher Coordinator 2 Secretaries	Dropouts and potential dropouts are assisted in returning to regular school or some other type of training program, and/or entering the world of work. Enrollees are provided with a reduced load of regular classes, conferences, occupational information, paid work experience, job placement and follow-up service. Approximately 600 students are enrolled in the program in seventeen high schools. Those enrollees for whom Title I wages are provided work a maximum of 20 hours per week for eight weeks at $3.10 per hour.	Individualized and small group instruction is used to remediate basic skills. This is carried out by the teacher/couselor as needed. The student's daily schedule includes one (1) clock hour period per day with the Job-Upgrading teacher/counselor. This time allowance facilitates remedial, instructional and counseling support.	Intensive counseling is carried out to assist students in the area of personal development, decision making skills and career development and options.

APPENDIX C

Detroit News
February 22, 1980



School deficit

Budget plan rejected

By CHESTER BULGIER
News Staff Writer

The Detroit Board of Education's Finance Committee sent Supt. Arthur Jefferson back to the drawing board last night to find new ways to make up a proposed $9-million deficit in the school's operating budget for the year.

The committee, which includes all the school board members, rejected Jefferson's list of 12 proposed cuts in expenditures for the remainder of the year, and told him to come up with a list of alternatives.

JEFFERSON WARNED the board that any delay will make it necessary to make larger reductions to stay within the board's $414-million operating budget, and that any alternative reductions are likely to have an even more direct impact on Detroit schools.

His new list of cuts will be considered at a special meeting of the committee to be called — probably next week — by Chairman Darneau Stewart. State law requires a balanced budget. Jefferson blamed the shortage on an unexpectedly large deficit carryover from last year, inflation and the fall contract with the Detroit Federation of Teachers, which exceeded the amount budgeted for teacher salaries.

He said projected expenditures at the present rate will top $423 million.

The 9-6 vote came at the end of a stormy 2½-hour meeting in which dozens of school bus aides and parents berated Jefferson and board members and protested the proposals.

THE LOUDEST PROTESTS came from transportation aides, who ride school buses each day to help keep order. Laying off all 240 of them was one of Jefferson's proposals. That would save the district an estimated $600,000.

Also criticized was a proposal to discontinue issuing bus tickets for high school students to get to school and back. This would save an estimated $1,300,000.

Angry aides repeatedly challenged the superintendent and board members to ride the buses themselves before they decide that aides are unnecessary.

Other speakers said cutting bus tickets would hurt those who can least afford it (bus tickets are given to students whose families are poor).

Freda Benton, president of the Detroit Federation of Paraprofessionals, to which the bus aides belong, warned the committee that "vandalism will run rampant" if the aides are removed, and that the board will be hit by many lawsuits resulting from violence on the buses.

STRONG CRITICISM of the cuts came from a letter to Stewart from the League of Women Voters' education committee. It was read by Joyce Heffernan, who heads the League Committee.

Mrs. Heffernan suggested several alternative methods of trimming the budget, including a ban on out-of-state travel by school board members.

She drew cheers when she said of school bus aides:

"They are needed or they are not needed. If they are not needed, they should be fired, not laid off."

The finance committee rejected a motion by School Board President George Bell that Jefferson's list be approved except for the bus aide and bus ticket proposals.

Then it approved a motion by member Joan Gecki, Region 6 board chairman, to send back the whole package.

Voting with the majority, Chairman Stewart remarked:

"If I'm going to jail for two items, I might as well go to jail for the whole hog."

Chairman **Perkins**. We thank both of you gentlemen for excellent testimony.

In order to conserve time, the members will question both witnesses together.

Go ahead, Mr. Ford.

Mr. **Ford**. Thank you, Mr. Chairman.

Superintendent Jefferson, one of the questions that was raised last week with the Secretary when the outline of this legislation was proposed was a methodology for determining which school buildings in the city would end up with this new enrichment program. It is not yet quite clear to me what they mean by using a combination of title I distribution and achievement testing.

Detroit, as part of Michigan, has a testing program at the 4th, 7th, and now the 10th grade?

Dr. **Jefferson**. That is right.

Mr. **Ford**. If Detroit's share of these new funds—if we ever get any new funds—were to be delivered to the LEA, would you find it feasible to determine the school buildings with the greatest needs in the city by using the results of those 4th, 7th, and 10th grade tests, as you do now with the chapter 3 money which you distribute based on that testing?

Would that be a practical way to find the kind of population that this legislation is trying to reach, once Detroit's eligibility was established, let us say, if we use the title I concentration to get the money to Detroit?

Dr. **Jefferson**. Yes, Congressman, that would be certainly, in our setting, one practical way. As you have clearly outlined, as a part of our State assessment program, all of our 4th and 7th grade students, and now this year our 10th grade students, are tested in the basic skills area, particularly reading and mathematics. These are the heart of any basic academic program. We could use the 10th grade assessment results to identify those young people who, as the test result would indicate, have deficiencies in the basic skills area of reading and mathematics.

So it would certainly be one of the tools that we could very easily use in the State of Michigan, and the city of Detroit.

Mr. **Ford**. It is not clear. We don't have the legislation yet, but only an outline of their proposal, and it is not clear just how the distribution will ultimately be made within the city, after the initial allocation was determined.

One thing that is clear is that with respect to the use of poverty criteria for distribution, the intent would be to use the 1970 census figures with the Orshansky formula. Recently, the Orshansky formula has been revised upward, and we are informed that the Office of Management and Budget was a little bit shocked when they discovered what the market basket now costs. They have resisted implementing the new figures and have ordered Mollie Orshanksy and her people to go back and devise a new market basket.

They are going to change the base, apparently. It is not something that is being done openly and officially, but something we are told is the reason for resisting the application of Orshansky in the coming year on the basis of past updating which has taken place.

When we were considering title I in the last Congress, we had considerable discussion of the Detroit situation. Mr. Quie developed with you and Dr. Porter the problems we had with a population of basically industrial workers where the Orshansky formula really does not draw a line of differentiation.

When you are talking about something in the $7,000 level as a level of poverty for a family of four, in Detroit it is rather irrelevant because the Labor Department tells us that it costs almost $16,000 for a family of four to be poor in Detroit.

So in trying to use that figure, we were told that it was very difficult to distinguish between the schools where the greatest need exists, and the schools where they don't exist, because that is really not the factor that separates the schools, but that in using the achievement test to distribute money within the district for the chapter 3 purposes, you had discovered that that was a more valid locator of the actual place of attendance of the children with the needs than the statistics that may have or may not have been back in 1970.

I don't know how many school districts are able to do this, and we always get into trouble when we talk about using testing for any kind of distribution. But would you feel that it would be reasonable to expect that you could administer this without a lot of internal political problems if we were to give you the alternative of using that as a part or all of the criteria for selecting your target schools in the city for this program?

Dr. JEFFERSON. Yes, I agree that that could be given. First of all, I think that to talk about using the 1970 census data would be totally not relevant to the situation as it currently exists. Second, within our own State, we have found that using the assessment data as part of our State assessment program provides us with a much more valid indicator of where the needs are of our youngsters.

I don't know the extent that this would be applicable throughout the Nation as such. That is why I would say that your point of allowing that degree of flexibility wherever it may exist would be a realistic approach.

Mr. FORD. I note your statement on page 14, "Detroit public schools are very much in favor of the LEA making school selections up front based on a prescribed eligibility criteria." That is really what you do with title I now.

Dr. JEFFERSON. That is right.

Mr. FORD. How many high schools do you have in Detroit?

Dr. JEFFERSON. We have 24.

Mr. FORD. How many junior high schools?

Dr. JEFFERSON. About 68.

Mr. FORD. Suppose we gave you a planning grant in 1981, which divided into 13,000 title I school districts, probably is not going to be an enormous grant for anyone. Suppose we gave you a planning grant for 1981, and you were required to get an individual competitive plan from each of the 80-some schools that have this target population, the junior high schools and the high schools, and then tried in some way to apply some sort of subjective judgment as to who had the most—they use words like imaginative and probability of success, and so on.

What is your guess on how long it would take you to shuffle the papers to decide which schools you are going to put the program in? That is if no neighborhood or parental group got mad because they thought you were passing them over, and no school board member on the central board had a special interest in a particular school he or she wanted to protect.

If you took all the politics out of it, how long would it take you to go through that kind of a process with no interference? I state it in that kind of a hypothetical, and see people in the room laughing because we know that it just does not work that way.

If teachers, PTA's, community groups, members of your board and your regional boards all stayed out of it, how long would it take you to shuffle that out and figure out where your targets are going to be?

Dr. **Jefferson**. It would take, Congressman, a considerable period of time.

Mr. **Ford**. It is practical to go about it in that fashion in a city the size of Detroit?

Dr. **Jefferson**. It is not the most ideal way, no.

Mr. **Ford**. You have how many regional boards in the city?

Dr. **Jefferson**. Our district is divided into eight regions, and each region has a five-member elected board. So we have 40 regional board members. The chairpersons from each of the regions serve on the central board, so we have that eight members on the central board, and the other five are elected at large. So we have a 13-member central board, 8 of whom are chairpersons from the respective 8 regions, and the other 5 are elected at large.

Mr. **Ford**. Under your structure, would you be able to process competitive plans from individual school buildings from those school buildings to the central board without going to the regional board?

Dr. **Jefferson**. No.

Mr. **Ford**. So that is an additional step that you would be forced to take if the plan that originates from the building is automatically into that additional step before you can get to the central board.

Dr. **Jefferson**. Yes.

Mr. **Ford**. Thank you very much.

Chairman **Perkins**. Mr. Erdahl.

Mr. **Erdahl**. Thank you, Mr. Chairman.

I add my thanks to both Dr. Jefferson and Mr. Shanker for excellent testimony, as you properly described it, Mr. Chairman, but also for some disturbing statistics and prospects as we look at youth unemployment. Obviously, it is at a disastrously and undesirable level in places like Detroit and other large cities.

First of all, for Mr. Shanker, I refer to a couple of the things that you mentioned during your testimony. You said the unemployed tend to be "identifiable." You implied that the statistical results are predictable. So we have this even into the junior high level.

Could you elaborate a little bit more now that you have touched on it? How in the world are we going to deal with that in this society where we have early identifiable problem situations, predictable results of unemployment, of crime, of cost to individuals and society, and we don't seem to be able to coordinate and do the proper things about it?

Mr. Shanker. It is very clear in the junior high schools. When you start in the early grades, we know from studies that were done with Head Start, even when the child arrives in school, and even arrives in a preschool program, that there are already considerable differences in terms of the use of language. There are some students who arrive with a head start.

Then you have the beginnings of formal instruction. By the time you get to junior high school, something else sets in. That is, you now have a student who has been told that he or she can learn, but did not learn in the first grade or the second, or the third, or the fourth, or the fifth, and it is now the sixth, seventh or eighth grade.

You now have a student who has gone through all those years without learning. First, you have a sense of failure on the part of the individual, a belief that has been built in through experience, "I can't do it. I can't make it." Second, you have the problem of materials. It is one thing to take a 6-year-old child and give him materials that contain one, two, and three letters. But try to do that with a child who is as tall as we are, and who is already in many ways an adult, try to find any materials with a few letters, or a few words that will preserve any sort of interest and that will not be viewed as baby stuff and rejected as being immature and childish.

What you frequently have in the middle school is a pattern of adjustment on the part of these youngsters. One adjustment is not to come to school. Another one is to come to school, and sort of sit in the back and sleep, or look through a comic book, and sort of informally say to the teacher, "You leave me alone. I will leave you alone." But you try to get that child to do something, and you will get a real blowup because by that time the child acts as though he or she is a cripple and you are asking them to compete in the Olympics, and they are not prepared.

You get another pattern, and that is the constant blowup of the child. The feelings of anger of being placed in an impossible situation of constant embarrassment.

At the same time, of course, these children are in classes with children who are making it, and the teacher is expected to work with the child who is somewhat ahead, and the child who is average, and these students who have fallen way behind, and to perform in that sort of three-ring circus.

These students are identifiable. You could get teachers and principals; you could get just about any group to go in and look and see, develop a set of simple objective standards and there would be very little disagreement as to who they are.

I think that there would also be agreement that we have had middle schools and high schools now for a long, long time, and we have had problems like this for a long, long time. I think there is pretty adequate agreement that given the present resources and the present structure, these children are really abandoned.

What we need here is, first, an awareness on the part of the school system that this is a group that cannot be neglected. But we also need means. To me it is a terrible shame that instead of doing something to beef up the public school so that it can handle this problem, we decide instead to set up a publicly funded alternative school system. We wait until it is too late, or much later, instead of reaching in early enough.

There is no doubt in my mind that if we reached these youngsters early enough—don't wait until they are 16 and drop out. Don't wait until there is a crime committed. Don't wait until they are a statistic. Reach them as early as you can, identify that there is a problem, and give them some of the individual help that they need for a short period of time, and then they will be able to make it.

It seems to me that the earlier you can identify the youngster and do something so that that youngster is able to follow in mainstream with everyone else, the cheaper it is going to be in terms of dollars, the more successful it is going to be in terms of getting that person to function. Our failure to institute programs like this within our regular schools has been expensive both in human costs and in money costs, because later on you spend a hell of a lot of money and you get much less bang for the buck.

Mr. **ERDAHL**. Thank you.

I think you made a proper emphasis on the early detection, training, and prevention. We know eventually what happens to many of these young people.

You have already touched a bit more on the idea of the alternative schools, and I would like to ask a question I had there. On page 7 of your testimony, Mr. Shanker, you made a point that I underscored. You say in the middle of the page, "The burdens and risks lie in the administrative, governance, and recordkeeping requirements which, in this bill, are very great."

Are you implying by that that maybe we ought to look at existing structures, such as title I, title II, or something else, rather than launching out on new seas?

Mr. **SHANKER**. Yes, I would. I would urge that you look at the last three pages of the testimony. If you go to three pages from the back, the chart that says "Accountability, and Enforcement and Data Collection," in the column on the lefthand side those are the requirements in the proposal that are on the education side. On the righthand side, on the top of that it should say "Labor." So we would have education on one and labor on the other.

If you will notice, at the Federal level, criteria for school plans are actually outlined in the legislation. Whereas on the labor side, the Secretary of Labor has great flexibility and annually revising them.

As you go down these pages, what you see is that what you are doing on the one side, the labor side, is creating a great deal of flexibility, and maybe what you want to do is tighten up there a little bit and find out what is going on. On the other side, the school where there is already by State mandate and existing Federal mandates under title I and other provisions, a tremendous number of requirements for reporting and accountability, what you do is add layer upon layer.

I would ask that the provisions of both be equal, and that they be sensible. I think that where you have few standards, you ought to raise them. Where you have got a lot of them already, you ought to leave them alone. I think that in the schools you have got quite a few already.

There is one thing, by the way, that I would think we ought to look into, and we don't now do, which perhaps would give us some help over a period of time in monitoring what it is that we are about here.

I received a phone call a few weeks ago from the high school that my children go to. It was a very interesting call. It was a call from the guidance office, and they said: "Did your son graduate from high school last year?" I said, "Yes." They said: "We would like to know what he is doing now. If he is in college, let us know what college, or is he working."

I told them, and I asked, "Why are you doing this." They said, "Most of our kids go to college, or some of them are working. But some of them are sort of lost. They don't know what they are doing. We make it a policy to call 6 months later to find out, so that we can reach out and help some of those youngsters."

If there is an additional piece of information that maybe our schools ought to have, it would be some kind of system as to where are some of the students after they leave, and to maintain some monitoring for a period of time, so that we will have some notion as to what we have done, what we have accomplished. Also, that we have, perhaps, some sort of record as to who still ought to be reached, and still needs some type of assistance.

Mr. ERDAHL. Thank you.

Maybe, Mr. Chairman, I am using more of my time, but if I could have a second round or make one more observation to Dr. Jefferson.

Chairman PERKINS. Go ahead.

Mr. ERDAHL. I did have more questions for you, but perhaps we will have a second round here.

You mentioned a couple of things that really struck me. You started talking about the fact that we too often forget about people who live on the edges. Whether this is an economic edge, a social edge, or a geographic edge of some kind. it is a good thing for us to remember.

Then you mentioned that you were faced, along with your administrative staff, with a $9 million cut. I am going to throw out two very broad questions: With 18 percent inflation, where in the world are you going to cut and still educate the kids that you have been charged to educate?

The second point is even a more startling thing that struck me. You talked about the fact that in certain communities, such as Detroit, you have an unemployment rate of 62 percent among young, black youth. What in the world is going to happen to our cities and our society if this intolerable high level of unemployment is allowed to continue, and even perhaps increase?

Dr. JEFFERSON. I wish I had definitive responses or solutions to both of those questions.

On the $9 million question, I suppose I feel a little lucky, as opposed to some of my colleagues, when you talk about Chicago where it is much more than $9 million. Mr. Shanker's home district, I think that it is $151 million, or whatever. In Washington, D.C., it is $28 million, if I read correctly in the Washington Post.

The point of it is, I feel somewhat lucky in comparison with respect to the $9 million. But in response to your question, when you have already cut to the bone. When 85 percent of the dollars that you spend goes into personnel costs, in order to get significant reductions in expenditures you have to touch on personnel costs.

We are having to move into some areas of reducing supplies, reducing certain auxilliary services. We are trying to make sure that we don't have a direct impact. Anything is a direct impact on the classroom, but you delay maintenance requests, or fulfilling maintenance requests. I have been able to come with, hopefully, $7 million of that $9 million. The other $2 million, I don't know where I am going to get them from. That is the task that I am going to be working on as soon as I return to the district.

On the second question, unless this Nation, all of us face up to the problem of the high unemployment, and we stop blaming each other—I will say very directly, I know there is a feeling that the public schools have not done the job. When I talk to my colleagues, and I can speak for myself, we accept the responsibility for trying to do a better job as far as helping students develop literacy skills. But I would submit to you that over the years, if you look carefully at what has happened, particularly in our urban center, we have been asked to do more and more.

This is not a copout. It is a statement of fact. We have been asked to do more and more in our public schools. The mission has become blurred. A few of us are trying to go back to what in the hell it is that the public schools were created for in the first place.

Even though a lot of things that we are being asked to do now are very laudable. There is no question about it, they need to be taken on. The question is, who generally has the responsibility for them.

The fact is that this society is going to pay for the unemployment, the loss of human resources in this Nation. In my State, for example, to give you just one concrete example, in the message for 1980–81 by the executive branch, there were only three areas where there were significant increases proposed. The leading one was in corrections. I am sure that this is speaking to a realistic problem within our State, but the fact of it is that some of us would argue that if you put that money up front in dealing realistically with the young people, you would not have to be dealing with it in our correctional or other socially destructive ways.

Mr. **Erdahl**. Thank you very much.

Thank you, Mr. Chairman.

Chairman **Perkins**. Mr. Williams.

Mr. **Williams**. Thank you, Mr. Chairman.

I came to the committee hearing about a half-hour ago at the end of Dr. Jefferson's testimony. I am sorry to have missed all of your testimony, Doctor, and particularly grieved to have missed the testimony of Mr. Shanker.

As a teacher, I have enjoyed membership in and have paid dues to the American Federation of Teachers, and the Montana Federation of Teachers since the early 1960's. So I am pleased to see you here today and to know of your general support for the bill, although I notice that part of your testimony says that the bill contains serious flaws.

I am wondering if your support for the bill extends to it even if those flaws are not corrected, Mr. Shanker?

Mr. SHANKER. I think the need is so great that the answer would be yes, but I think if these changes are not made—the flaws are just very, very serious.

If you provide money for a program, and you saddle it with so many problems, additional burdens on the public schools which are not placed on other agencies which have to deliver comparable programs, I think what you are doing, you are moving in the same direction to exacerbate a problem that already exists.

If you add all these additional burdens on the public schools, and then have agencies that are competing, in a sense, running similar programs—If you put all the burdens on one side, when it is all over, you know what the headlines are going to be. The headlines are going to be that those that did not have to meet those obligations, don't have to follow these rules, are going to look terrific, and the agencies that are saddled with all the rules, namely, the public schools, are going to look miserable. I would think twice.

On balance, because of the problem, I would support it. But I think the flaws are so serious that it would be pretty disastrous if it went through without some changes in these particular areas.

Mr. WILLIAMS. One of the flaws which you mentioned, and I am sure some members of the committee fear, is that the bill allows that services be provided by direct grants from LEA's to nonsectarian private schools. Would you expand some on your objection to that?

Mr. SHANKER. Let me just say very simply that the private schools are not going to be subject to the same accountability standards, reporting, and Federal regulations that the public schools are, or State regulations. No matter what requirement you put in, that is not going to happen.

You do not have the same certification and licensing standards for personnel. You do not have requirements of due process for students. I do not have to underline for the members of the committee the fight that took place recently on the question of IRS exemption for private schools that seemed to fail to meet provisions with respect to civil rights obligations.

The fact is that the private school lobby, both at the National and State level, has enough political clout to get out from under meeting these obligations, and the public schools do not have that. So if you set up a system whereby grants go to these private schools, you are really again doing the same thing.

You are saying to the public schools, "You do this, but you cannot expel students and you cannot suspend them. You integrate your classes and provide for the handicapped. Take care of your bilingual. Hire certified people, and live up to your State laws with respect to labor relations, health codes, and everything else."

Then, turn around over here and fund a school that does not have any of those things. How can you justify it?

Mr. WILLIAMS. Dr. Jefferson, Mr. Shanker in part of his submitted testimony states that the Government, or at least the drafters of this legislation seem to operate under the assumption that the public school system needs more watching than other elements in this society, and he strongly objects to that. Do you share his concern and objection to that?

Dr. JEFFERSON. I certainly do. I would share the position taken and articulated by Mr. Shanker that we do have at the Federal, at the State level, and even at the local level in some instances, highly structured accountability systems.

I would agree that whenever a new program is proposed at the Federal level, to the degree that we can accomplish the objectives—I recognize that there needs to be some monitoring, some process of monitoring. No one denies that. But to the degree that there can be a streamlining of some of the rules and regulations, and to use existing mechanisms that we have, that allows the maximum opportunity to get the job done at my level of administration, and more importantly at the local school level.

In my district, and I think that it is true throughout this country, we are saying that if we are going to make effective changes in our school systems, it requires the kind of effective leadership, particularly at the local school level, and to the degree that our people are being besieged with extraneous kinds of activities, no matter what the justification, it takes away, obviously, from their more primary tasks.

Again, I say that I am not taking the absolute position that there is no monitoring or regulations necessary. It is just a matter of degree. You should allow a maximum of flexibility.

Mr. WILLIAMS. If the regulatory siege interfering with the classroom teacher's ability to teach?

Dr. JEFFERSON. I think it is. To be fair about it, I am not suggesting here that it is entirely at the Federal level. I am saying that it also at the State, and sometimes we are guilty of it at the local level. Whatever the source is, to answer your question, I think, directly, yes, it is having, unfortunately, a negative impact on the classroom teachers.

Mr. WILLIAMS. Thank you, and thank you, Mr. Chairman.

Chairman PERKINS. Mr. Goodling.

Mr. GOODLING. Thank you, Mr. Chairman.

I have one question for both of you.

The other day when the Secretary was here, Congressman Ford and I questioned why we need a new mechanism to distribute planning funds. We both thought that the ESEA title I system for distributing planning funds would be sufficient. We did not need to go through the elaborate program that they have proposed in this new program in order to distribute that money. They said that they would look into the title I mechanism as an alternative.

Do you see any problem with that method of delivery—this is just for the planning part. Do you see any problem with just going ahead with the ESEA I mechanism as far as distribution of planning money? Otherwise, as I see their program and their schedule, it will be about 2 years before the planning money gets distributed.

Would either or both of you like to comment on that?

Dr. JEFFERSON. If it comes to whether or not we can get some immediate assistance, I will be very pragmatic about this, as opposed to whether it is going to take 2 years in order to do it, my obvious answer is going to be that we use the existing mechanism. I think we can use, in my judgment, the existing mechanisms for the planning aspects of the program. It may short-circuit the process somewhat.

Mr. **Goodling**. For the planning part, the mechanism the administration recomends for the delivery of the funds is really a complicated one. It seems to me that we can eliminate that.

Mr. Shanker, do you agree?

Mr. **Shanker**. Yes, I agree with you. I have no problem. I think the one they propose is too complicated, and we would be much better off with the simpler one that exists.

Mr. **Goodling**. The second question that I would ask both of you is we have similar programs of this nature. It is not really a new program which is being proposed. But we run into the problem, I think, with this kind of youngster, with labor and management.

I notice both of you are very upset with the groups we have asked to help us to plan the educational component of the legislation. How do you suggest that we bring labor, management, industry and schools together, so that we can do a better job of targeting our efforts? I would ask both of you that question.

Mr. **Shanker**. First, I think we ought to start with the view that most of this targeted education really does not involve labor and management at all. We are talking about our youngsters here who cannot read, write, spell, and don't understand the importance of coming to work, or in this case the importance of coming to school. We are talking about dress, sloppy speech——

Mr. **Goodling**. I was speaking about the job component part of it. I realize that most of it will be the educators' responsibility to get them ready.

The point that I was trying to make to the Secretary was that the youngsters have to see, at the end of the tunnel, something that is worthwhile, or you are not going to motivate them. If we don't have that ready for them at the end of the tunnel, which has been part of our problem because we have not been able to get labor and management to get as involved as we think they should.

That is my concern. When we get to that part, how do we bring all four together, including the Government?

Dr. **Jefferson**. Congressman, I think you make a very valid point. I think you are speaking to the first part of the proposed title I of the proposed legislation, which deals with the Labor portion of it. But it also is true with respect to some existing programs that we have where school districts frequently are the subcontractors for cities, et cetera, or maybe the prime contractors.

Speaking from my own experience in the city of Detroit, fortunately we have a good working relationship, even though we are separate legal entities, with the city administration in our city. But I think something, and I don't know exactly what, has to be done to insure that it is not dependent upon the personal relationships or the philosophy where school districts are separate, for example, from prime sponsors, and ought not to be dependent upon this good working relationship. There ought to be something structurally included to insure that there is the maximum coordination.

We have in our own city been fortunate enough to create voluntary coalitions of business and labor bodies within our city, working very closely with the prime sponsors in some of these programs, as well as with the school system. There is nothing mandatory.

It just so happens that there is a sensitivity and there is a commitment, and a realization that in order to really improve the total quality of life within the city, we must have a viable public educational system. So that kind of thing has pervaded which allowed us to work very closely together.

The business community in general has viewed this as a self-interest kind of thing, although there may be some altruism involved there as well. Self-interest to the extent that they recognize that unless we have skilled laborers, it is going to have an impact on their level of productivity.

So, the General Motors Corp., for example, has worked very closely with us. They did not have to do it, but they have. The Burroughs Corp., which has its national headquarters in our city, we have some exciting programs with them.

I am only saying to you in a long about way that I think there structurally needs to be some things added. I cannot specify exactly what, because I don't think that it needs to be left simply to the whim of whether these forces get together, because at the end of the line a youngster must be able to see that there is a payoff.

Mr. **Goodling**. This has been my major concern with the whole program, at this age if they don't see an incentive. It is pretty tough to successfully do the things that education and educators are going to be asked to do.

One last question. In the administration's program, they put a lot of emphasis on counseling. I was a counselor, but I am still very critical of counselors' inability to counsel much beyond the realm of continuing onto college or some other form of education.

What do you feel should be in this program to make very sure that counselors are able to do the kind of counseling that is needed for the work world?

Dr. **Jefferson**. Very quickly, two or three things. One is that we are going to have to have the latitude at the local level to allow for upgrading and training of counselors to increase their awareness, and flexibility to allow them, not only the typical in-service training, but the opportunity also to get out into and spend some time in the real world of work, if you will.

Second, I think we have to be realistic in terms of providing additional staff in order to be able to do the kind of job that I think is necessary.

Those are just two quick responses that I think would be my initial reaction to that question.

Mr. **Goodling**. I have been trying since I have been here to highlight the importance of practical experience in the working world. It is not easy to do, and it is expensive; but, I think if we are going to accomplish anything we will have to go this route. It is really very difficult to counsel about something with which you are unfamiliar and inexperienced.

Thank you, Mr. Chairman. I have no further questions.

Chairman **Perkins**. Thank you very much.

Now we will hear from Mr. Hawkins.

Go ahead, Mr. Hawkins, and take all the time you need.

Mr. **Hawkins**. Thank you, Mr. Chairman.

May I add my commendation to the witnesses, Dr. Jefferson and Mr. Shanker, for their presentations this morning.

Dr. Jefferson, and I suppose you too, Mr. Shanker, could answer this. If given an amount of money, let us say, $1 billion, and given the choice of where it should be placed, just where would you place it in the structure from kindergarten to grade 12?

Mr. **Shanker**. If you are talking about this billion dollars, because of the fact that we already have title I and title I is concentrated by and large in the elementary schools. We do have provisions for Head Start and early childhood programs.

I should say that both title I and Head Start, and early childhood, none of them are adequately funded. But we do have concentration in those areas. Therefore, we are reaching a large number of youngsters across the country that are the target population in the elementary schools.

We are not following through in the secondary schools. I would, therefore, place this money in the middle schools and in the high schools. I would have it heavily targeted in terms of poverty youngsters, who by the time they have reached middle-school and high school have fallen substantially behind in terms of basic skills, because I think there is that very high correlation between those who reach middle school and still cannot read, write, count, et cetera, who will end up being in the target population for all these other programs at the age of 15, 16, 19, 20, and so forth.

Mr. **Hawkins**. I assume your answer is that you would put it in the secondary school system.

Mr. **Shanker**. That is right.

Mr. **Hawkins**. Dr. Jefferson, what would be your answer?

Dr. **Jefferson**. I would go along the same lines, Congressman, it would be at the secondary level. The fact of the matter is that with the existing programs that we have, title I being the prime example at the Federal level, and we have some State compensatory programs, they are very concentrated at the elementary level.

We are beginning to see some progress, of movement up in terms of achievement scores as was indicated. In our school district, for example, last year in the State assessment for the fourth and seventh grade, in reading there was a 5 percent gain over last year. In mathematics, there was almost a 10 percent gain.

The fact of the matter is, we are serving in the secondary schools in our district only 30 percent of the eligible title I young people. If we continue the progress that I see in our district at the early grades, eventually we will not have, hopefully, the deficits in secondary schools. But we have a reality now that in our middle schools and our senior high schools, we are only serving about 30 percent of those eligible kids, and we need that help. So I would place it at the secondary level.

Mr. **Hawkins**. Are you serving the same ones that you served at the elementary level?

Dr. **Jefferson**. If I understand the question, to the degree that we are using the same criteria to identify eligible youngsters.

Mr. **Hawkins**. Let me ask the question in a much simpler way, because I don't think we are communicating.

Just when should a young person in a school learn how to read, write, and do simple arithmetic; at what level are you indicating that an individual should be able to learn to read, write and compute?

Should we wait until the young person gets to high school? Should we do it at the lower level? At what point should we do it so that that individual has the skill to advance in the educational process?

Dr. **JEFFERSON**. I would say, obviously, we ought to do it at the lower level. The elementary level is the level where the basic foundation skills should be acquired. But I would only add, Congressman, I firmly believe that and I think that this is where the concentration has been——

Mr. **HAWKINS**. Now, you are evading the question. I am not asking where the concentration has been. I am asking, if to get the most of the money that is available to you, you had a choice to make, would you make it at a level at which an individual is reached at an early age, or would you wait until you get that child at the secondary level, and then attempt to do it. Which would be more cost effective?

I would agree that we should do it at both places, and wherever it is necessary. I would personally be in favor of spending much more than this hypothetical billion dollars that I was offering, if I could be placed in a position of offering it.

The point is, if you had the money to use effectively, and if we added that money to the title I funds, let us say, and were to give it to you to use as you saw fit without strings attached, which I think would eliminate a lot of the problems that Mr. Shanker referred to——

Mr. **GOODLING**. Would the gentleman yield for just one second.

Mr. **HAWKINS**. Yes, I will be glad to.

Mr. **GOODLING**. Or would you use it with 3- and 4-year-olds?

Mr. **HAWKINS**. I am giving it without any strings attached just to get the answer.

Just where may it best be used. Rather than say that we are going to give you a billion dollars and use it at the high school level, whether it is going to be used on the same ones that were supposed to be taught to read, write and compute at the lower level, or maybe on some other students—I have no way of knowing whether it is going to be used one way or the other, and I don't think anyone else knows. Just where should it be done?

In other words, I think we have the choice of funds being limited and already a suggestion that they be cut back, so I am not so sure that this is going to be available. So we have a serious choice to make, and the point is, how should we make it.

Is title I attractive enough in its delivery system, and its provisions pertaining to a reasonable lack of Federal mandates so that you have some flexibility, and so forth? Would you prefer to use it on an unlimited basis wherever it should be used, or should it be concentrated on teaching young children how to read and write, and do simple arithmetic, rather than putting it in the higher grades?

Mr. **SHANKER**. I don't agree with the question. If you are asking me, educationally, I would put it in the early grades which I think is the most effective place.

Mr. **HAWKINS**. That is all I want to know.

Mr. SHANKER. But we are not talking about that here. We are talking about youth employment money, and I think the most effective place to put the youth employment money is not to wait until a kid is 17 or 18, but to get him in junior high school, where you can identify that same youngster and you can reach him early in terms of the employment problem.

Mr. HAWKINS. You are shirking responsibility, I think. The fact that the schools are supposed to teach, and whether or not they are successfully doing it is really the issue.

Mr. SHANKER. No, I don't think that that is the issue.

Mr. HAWKINS. I don't know what it is then. If public schools are not supposed to teach how to read, write, and do simple arithmetic, just what are they supposed to do?

Mr SHANKER. Yes, they are supposed to teach, write, and do simple arithmetic. We are now dealing with a group of youngsters who did not learn that.

Now we are asking the question, what delivery system is best to reach a child who is now 14, 15, 16, and 17 to teach him to read, write, and count, if he did not learn in the first and second grade. I submit to you, sir, that there is no evidence that there is any other institution that does a better job than the public school of reaching that student who is 16.

Mr. HAWKINS. I am not suggesting that there is a better way of doing it. I don't think anyone has a record of helping public schools do their job as the individual who is propounding the question. That is not the issue, though, I submit.

Whether or not you are talking about the employment factor, that is entirely irrelevant in this connection, because you are talking about reaching young people that perhaps lack the basic skills, and you are going to get jobs for them, where individuals in the same area, including Detroit, are being laid off.

Skilled individuals who certainly know how to read, write, and do simple arithmetic are being laid off their jobs. We have the employment service that has literally hundreds of thousands of people registered with them who are certainly more able than these high school students are. So you are having this situation to contend with. I don't think that that is the issue.

I think the issue is, just where are we going to teach young people how to read and write, and do simple arithmetic. I personally prefer the public school system, and that is where I would put the money. But I am asking you, if you do that, do you want it at the lower grades to try to teach young people how to read, write, and do simple arithmetic, so that they can advance through the whole process; or do you want to wait until they get above?

I know that there are some who have lost out. Before we settle this issue, and pass this bill out, perhaps, another generation will also be lost. But at least if we start now doing it in the proper way, we may be able to address the problem in the future.

I cannot believe that a billion dollars in an industry that already has $100 billion available to it through local, State, and other sources, a billion dollars is going to make that much difference. I personally believe that the great thrill about this proposal is that it is money, and I admit that the schools need it.

I don't blame anyone for asking for this money because, obviously, you are strapped and you need that money. But it is a question of whether or not this billion dollars is going to stand in the way of addressing the real problems in the field of education.

That is why I asked the question. If we are going to address the problems in the field of education, then let's begin to find out how it is we can teach young people how to read, write, and do simple arithmetic before they get to the secondary level. This is the only thrust of what I am trying to say.

I just wanted the judgment of those of you who have the more practical experience, obviously, than any of us, as to where you would put that money.

Mr. **SHANKER.** I don't think that it is realistic to think that we are going to sit here and abandon those youngsters who did not make it in the early grades, and are about to go and face this world out there without the benefits of the implementation of the Humphrey-Hawkins goals, or with other problems coming up.

I think that it is unrealistic to expect that we, as a Nation, are not going to be doing something for this group that has already passed that. What I am here to say is that the public schools have an important function in that as well.

I agree with you completely as to what the proper time is to reach students in terms of these skills. If we had had enough money in the first place, and if we had had our institutions properly organized in the early grades, then a good deal of this outreach problem that we now have for those who are either dropping out or are about to drop out, would not be there.

I already responded to a question while you were not here saying that if you can do it at a time before the student has a feeling of anger toward the school, and a feeling of inadequacy himself or herself. If you can do it during the first, second, or third grade, so that that student has that sense of accomplishment, there is no question that that is the best time to do it.

Mr. **HAWKINS.** Then why not do it in 1980, rather than waiting until 1982?

Mr. **SHANKER.** Because we are not going to abandon the 13-, 14-, 15-, and 16-year-olds, and I don't believe you are going to abandon them. I am not going to abandon those who did not learn 8, 9, 10, or 11 years ago. I think that that is the legislation that we are talking about here.

Mr. **HAWKINS.** Why wait, then. If your argument is that we should not wait until these young people at that age get out of school, drop out, or graduate, we should do it earlier. By the time this legislation is passed and in operation, those in that age group will have dropped out, or presumably will have graduated already. They will probably be on welfare, or drawing unemployment compensation if they drop out of high school and get a job some place, or if they are not overseas fighting. They are going to be some other place anyway.

Mr. **FORD.** Would the gentleman yield?

Mr. **HAWKINS.** Yes.

Mr. **FORD.** I think that Mr. Hawkins is trying to get at a very basic problem that he and I have shared since we first heard of the administration proposal, and have tried to conceptualize this thing.

It is kind of interesting. Everybody speaking for education so far comes in and takes the same attitude that the chairman and all of us on this committee take, and I know that it is shared on both sides of the aisle. If this administration finally admits it wants to spend a little more money on education, we are going to grab it and run like burglars. If we have to take a pig in a poke, we will grab that in preference to nothing.

I am afraid educators are being sucked into the idea that we ought to take this, no matter how it turns out. But it starts off with some assumptions. Gus and I stood side by side and fought for these assumptions in the Johnson years when we were talking about something called the hardcore unemployed.

We had unemployment down to 4 or 4.5 percent, and we said:

> Now we have an economy that is moving along. All we really have to do is worry about the people who cannot be employed no matter how good the economy is, because they cannot read, write and compute, and because they don't have vocational skills that are job related.

So we started a number of programs. One of them was CETA, and people forget what CETA is called, the Comprehensive Employment and Training Act. We really believed when we wrote the bill that we were going to be training people who had somehow slipped through the system and were not trained into the world of work.

Shortly after we started that program, we went into the big recession, and pretty soon it became revenue sharing for the cities and the States, and everybody else, because it became a method to substitute Federal dollars for local dollars to maintain police forces, garbage pickup and what-have-you. So we have not trained many people who otherwise would have been untrained for the work in the life of CETA. We went along with that because we had to face 6 and 7 percent unemployment nationally, and we had no alternative.

Now we have the administration talking as if the principal problem we face is the problem we faced when we had 4 percent unemployment, trying now to reach down to the untrained worker for whom presumably there is a job available, but they are not getting the job because they are not trained for it.

I agree with Gus, in a city like Detroit, how the hell do you motivate a 15-year-old to go into a vocational program when he sees his father and his uncles being laid off with years of seniority and so on. It is unrealistic.

What we are little bit afraid of is that we get everybody's attention on the idea that the real problem out there in terms of job availability for young people is that we are not training them properly. The real problem is that there aren't any jobs whether they are trained or not.

I think I am stating what Gus and I are concerned about. So, if in fact we are going to try to do something about people who cannot read, write, and compute, why invent a whole new system?

Everyone tells us that the approach of targeting money through title I has matured to the point where schools are doing something to make a difference. Dr. Jefferson said that he is reaching 30 percent of the population in his elementary schools that he knows need title I programs.

So, I guess, that is why Gus and I are wondering why it would not make more sense, if we want to keep from feeding into the high schools kids who cannot participate in vocational education because of a lack of basic skills, why if we have another billion dollars to spend, we have to fool around wondering where to spend it.

Why don't we say to the school people:

> Here is an additional $1 billion, but because you have had a limited number of dollars and had to concentrate where you thought the highest priority was, share some of this money with the kids who were missed by putting some of your title I programs into junior high schools and high schools.

Some sort of a percentage requirement. But I must say I don't have a magic number that will get to what the administration thinks is the immediate problem. But at the same time, give us a chance to do more of what we are trying to do for the people that we are now missing.

The time frame for this legislation is that in 1981 we will ask for $50 million to be spread in some fashion across the country to start planning to do something about the problem. We have known for at least 15 years what the problem is. We don't have to plan. We already have projects. We know which ones work, and which ones don't.

We had a trial-and-error period with the poverty program. We had in-school and out-of-school youth employment. Does anybody remember those; they were disasters. The school districts used the in-school employment to staff their cafeterias, and cut their grass. The out-of-school employment depended upon an infrastructure of things called community action agencies. We had 1,000 at one time of those community action agencies that could act as the administrating agency for out-of-school youth employment. We don't have those 1,000 community action agencies any longer.

The poverty program was destroyed by Art Phillips and Richard Nixon a long time ago. We don't have the delivery system any longer that we were using for the out of school youth. There is some vague reference in this legislation to reaching both the in school and out of school teenagers. We have only heard from the Secretary of Education, and not the Secretary of Labor, and we don't know what they have in mind as a delivery system. We don't know whether they are going to give the money to the mayor of Detroit, for example, and ask him to take care of the out of school youth, or whether they are going to ask you to take back the kids who are out of school. We have not seen that yet.

Suppose that we came up front and said: "Look, the job is not being done. We have a billion dollars. Would it make sense to give it to you using the concentration Title I formula, instead of the general formula?"

We say: "Let's give the schools this additional money to teach basic education."

Would you spend the whole billion dollars in elementary grades, or could you take part of that and do the things the administration is talking about at the high school level at the same time?

Using all the title I criteria, sending it to the districts that qualify under concentration, and say to you: "Here, you have been strapped in the past. You have had to concentrate your money on the elementary grades. Now take some of this new title I money, and use it in secondary and the middle schools."

Do you need a new program to be able to spend that money?

Dr. **Jefferson**. Certainly in the way, Congressman Ford, that you have described it, if we had the flexibility, we would certainly argue for utilizing some of those funds at the elementary and high school level. I would, however, ask for an additional level of flexibility, and that is that once a school is eligible that we would not be confined strictly to the economic criteria that we are now in terms of title I.

I would want also to be able to extend that to any student in that school who fit other than, perhaps, an economic criteria, and that is an academic criteria as well. I would want greater flexibility in being able to do that.

Let me speak just for a second, if I may, on the question that both you and Congressman Hawkins raised. As an educator, there is no question theoretically we want to start early.

As to the other factor, as it relates to the adult unemployment in this country, I think this country needs to attack that problem, too. Unfortunately, in relationship to the bill that is before us, it is only dealing with a certain area.

I don't think that any of us, even though we would want and would say, educationally, it is better to start young, any one of us would want to ignore or leave the legion of young people that we have in all of our districts in the middle and the senior high schools, for whatever reason, maybe it is our fault, maybe it is the fault of a whole host of other factors, but the reality of it is, who do not have the literacy skills now, and we have to do something to help those young people now.

Mr. **Hawkins**. I agree with the last statement that Dr. Jefferson made. I think that it is a point that we were trying to make. I agree also with the formulation, Mr. Chairman, as you said it.

I did not intend to imply an unjust criticism of the school system. I realize there are grave difficulties in it. I think that that is where we have got to attack the problem. I just think that this proposal, because it has the attraction of money, has blinded all of us to the realities of the situation. Instead of discussing educational policies and practices, we are only discussing money. That is all we are discussing.

Let's face it, it is the only attraction. Otherwise, I think we would be facing the real problem of what we should be doing, and obviously we are not doing nearly enough in order to solve the problem.

I think Dr. Jefferson certainly touched on what I certainly would not disagree with. As a matter of fact, I would agree with it 100 percent.

Mr. **Ford**. Mr. Buchanan.

Mr. **Buchanan**. Mr. Chairman, I think we ought to point out that we are missing a very crucial vote on whether or not we approve the journal.

Mr. **Ford**. It is over.

Mr. **Buchanan**. If it was disapproved, the burden of guilt will fall upon us.

Of course, if we could have our druthers, I think that everybody would give the same answer. Instead of 30 percent of kids at the elementary and secondary level being reached, you would be reaching 100 percent. Instead of having to make some draconian choice of whether to put a billion dollars into teaching kids to read in the first grade, or a billion dollars into rescuing all those young people now who are teenagers, it would be a matter of both/and. We would be doing the best we could now to prepare young children for a future without the crisis we face with teenagers.

I think that the basic problem lies with the proposition 13 mentality on the part of the general public, and an OMB mentality on the part of the Government. Would you care to challenge that statement?

We have to make unhappy choices here. I am inclined to agree with the gentleman from Michigan. If we have a billion dollar initiative coming out of the White House, which we assume will have the approval of OMB, it seems to me that we had better latch on to it and make of it what we will.

While the Federal investment in education is only a small percentage of the total that is spent, we invest, primarily via title I, up to a peak at the elementary level, and up to another peak in student assistance grants at the postsecondary level, but leave a valley at the secondary level where the youth unemployment problem lies. In the junior and high school years, we have not made that much of an investment. That is the case, is it not?

Dr. **Jefferson**. That is correct.

Mr. **Buchanan**. It would seem to me that it is time to take some Federal action in this area.

Let me ask you for your contribution regarding two matters. First of all, I think everybody agrees that coordination is essential. If something is to be done about youth unemployment, then there must be substantial coordination at the local level between education and job training.

We have heard testimony that there is a good deal of coordination between CETA prime sponsors and educational entities in the community at large in various places.

I notice, Mr. Shanker, for example, that you took the same dim view of the school site council as some of the other witnesses have, and their ability to sign off on proposals. I wonder, therefore, what you would say on the subject of coordination.

Even if we decide that their function is going to be an advisory one; even if we decide not to spend any money on a function that will get a group of people together to advise on the subject, it seems to me that some kind of coordination is in order. I wonder what you would counsel on achieving coordination?

Mr. **Shanker**. You have existing councils. You have districtwide councils that are required under the legislation which are advisory, those are comparable to those that exist now under various programs. I don't have any problem with those.

The new one that you have is the school site council, and that is not advisory. It has signoff rights.

Mr. **Buchanan**. I am granting that we don't say yes to that part of the administration's proposal.

Mr. **Shanker**. I don't have any problems beyond that. You have provisions that proposals have to be made. There are two pieces to this. We should recognize that there has been growing involvement and cooperation on the part of labor, industry, and schools in most of our cities across the country. Some of it has been through youth employment programs. Some of it has been just because of the awareness of industry.

On an altruistic basis, corporations and labor unions are assigning a number of people to work with the various public institutions where there are problems in order to bring about improvements. So we have that, and we have provision for it in the systemwide councils that are proposed in the legislation.

Beyond that, I don't think that there is much that you can do except hope that over a period of time the cooperation will work. I don't know of anything that you can write into a piece of legislation that can compel people to cooperate, or to be effective. You just hope that over a period of time, if you have the mechanism, that that is going to work.

There is another piece to this, and that is the requirement that there be twice as many schools in a system that submit proposals, and then that there be a selection from those. I submit to you that I think that is pretty destructive.

I think that you ought to have some objective standards. You may want to have poverty together with, as Dr. Jefferson pointed out, some sort of test scores. You may even want to have the right of a superintendent to reject a needy school that comes up with a rotten proposal that he does not want to fund.

On the other hand, you may want to have some pot of discretionary funds for the local superintendent, so that if one school comes up with a particularly great idea, there is an ability to fund that.

I believe that that amount of flexibility ought to be there. But the business of bringing in twice as many schools, and giving the local agency the responsibility of knocking out half of them. They are all going to be good proposals. I think they are going to be pretty similar, too. Then create a set of policies at the local level with signoff. Those things, I think, are bad provisions.

Mr. **Buchanan**. Do you have any comment, Dr. Jefferson?

Dr. **Jefferson**. No, I would generally agree with what Mr. Shanker has said.

Mr. **Buchanan**. Do either of you have any further suggestions pertaining to the factors in the formula? Do you like essentially the title I type of suggestion?

You have made a suggestion, Doctor, about taking into account not only poverty factors but also educational disadvantage.

Do either of you have any suggestions as to additional factors that might be a part of the basic formula itself, in order to reach the targeted group effectively?

Dr. **Jefferson**. Outside of the general two of poverty and academic need, I think those are the two primary ones. I at one time had considered looking at other factors of attendance and other factors. But I think that when you get into some of those areas, they are a little shaky.

From my perspective, I would be satisfied with the economic criteria, as well as the academic need criteria.

Mr. Buchanan. One other thing. We have $50 million proposed for planning money. If you use the 14,000 title I LEAs, that comes to $3,571 apiece. If you use the 3,000 in the concentrated group, that comes to $16,666 apiece. Obviously, we need to have substantially more money, or some system for selecting which schools, in fact, receive the planning money.

I know you had a previous discussion on this subject, Mr. Shanker, with the gentleman from Michigan. But do either of you have any proposals for determining which schools which will receive the planning money? Should we let the State education agencies make the decision, essentially within the State? I don't know how we would determine the right one of the 14,000 or even of the 3,000.

Dr. **Jefferson.** From my perspective, I would rather that it be a local educational agency decision in terms of the eligible schools. I think that it should not be the State who dictates what the sites are, but rather the local educational agency.

Also, I think that the issue of the planning, I certainly recognize that all of us would like to plan, but I am not so sure that we would need a whole year of planning. I think that should be shortcircuited. I think the reality is that we have a base of experience out there throughout this country, and quite frankly we don't need 12 months to figure out what to do.

We do need some planning time, but I think that it should be shortcircuited.

Mr. **Buchanan.** That is good to hear because you are certainly not going to get 12 months, unless we delay this program out in the future. I think that 6 months would be more realistic as to what we can achieve legislatively of getting this program off the ground.

I don't want to take your time or the committee's time to pursue this too far, but the problem with the planning is determining which local education agencies should receive the money. That really does involve a major decision. For example, I cannot imagine us in Birmingham saying, "OK, send the money to Mobile. They need it more. Or, perhaps, you should send it to Montgomery. Don't send it to us."

Where you have so many different local education agencies, not even considering the schools, it really is difficult to figure out a way of deciding who should receive the money so that the most of a very limited amount can be made.

If either of you have any recommendations for the record, we would be pleased to receive them.

Dr. **Jefferson.** Thank you.

Mr. **Buchanan.** Thank you, Mr. Chairman.

Mr. **Ford.** Mr. Kildee.

Mr. **Kildee.** Thank you, Mr. Chairman.

I would first like to welcome both of our witnesses. Dr. Jefferson who is the superintendent of the largest school district in my State. I represent the second largest school district of my State, which is Flint.

Also, Mr. Albert Shanker, who is president of the union that I belonged to when I was teaching, and still carry an honorable withdrawal card from that union. I want to welcome you both here this morning.

We are all interested in trying to wed together employment and education to see how the Federal Government can work in that wedding. There are many proposals. I have gone through many proposals. Some have worked, and some have not worked.

I have seen some of the storefront operations that Mr. Shanker referred to, and have had many of the same misgivings with some of them.

Dr. Jefferson, has Detroit ever used any of what we used to call section 48—that is what it was first called when I put it in the bill—section 48 funds, to provide education for those students who are predelinquent, delinquent, truant, or are coming into contact with the probate court, and to get them into a special type of program where the basic skills were stressed along with effective education?

Dr. **Jefferson**. Yes, we have, particularly to support our job upgrading program, which is a program that operates in many of the high schools that attempts to deal with that targeted group that you have described. The moneys have been very limited, but we have had those sources to supplement our job upgrading programs.

Mr. **Kildee**. That has been one of the problems with some of the special categories in Michigan, of course. Either Detroit finds the money so limited that it is hardly worth applying for, or if they do apply for it, they would take almost all the money appropriated. That has been one of the real sore spots in the legislation.

I would see why you would get very little because we have not appropriated that much. But I do think that concept of dealing with those students who are predelinquent, delinquent, truant, and have a need for effective education within the public school system, is very important.

I think that besides the basic skills, very often students do not have a good feeling about themselves. They feel that they are failures. We need in some way, for part of their educational time, to stress not only the basic skills, but improve those students' self concept.

Dr. **Jefferson**. You are absolutely right, Congressman. We could supply the committee with some further details on what I am about generally going to say, and that is that my recollection is that we have had good success, even with the limited numbers that we have had, and we are dealing with exactly what you have said.

There is much more intensive counseling, for example, and support services being provided to those students, to the degree that those persons who are in charge of the program have a very close connection with the student in his home environment. They can even call the students because there is a smaller number, to tell them that they have to get to school on time, and so on.

There is the intensive tutorial work in very small settings. So you are talking about a kind of support system that is much more, quite frankly, than we provide to the regular students. Our success rate with that limited number has been good. I will have staff provide some additional information.

Mr **Kildee**. If you could do that, I would appreciate it.

I have introduced a bill on the Federal level which is modeled after the section 48. If you could supply my own office with some of that information, too, I would really appreciate that.

Dr. **Jefferson**. We will.

Mr. **Kildee**. Mr. Shanker, you mention some of your misgivings about the nonpublic storefronts. We have had some of those in Michigan, too. Have you had much experience, within the public school system, with these students which I have mentioned, who perhaps need further basic skills, but more importantly need effective education as well?

Mr. **Shanker** Yes, we do. As a matter of fact, we have some model programs. I can think of a number of them, but I will mention one which is done in conjunction with an economic development council in New York City, representing quite a number of financial business institutions.

This is a program with Boys High School in Brooklyn, if you know that school, if you go back far enough it was one of the leading schools in the country for scholarships, et cetera. In the last 10 years, it has become a school that had a turnover of principals, and staff, and lots of headlines about violence and lack of any sort of school atmosphere.

A program has been developed in that school, largely on the basis of developing pride and self-image. There is an annex of the main building, and what is happening is that students who were involved in some violent episodes in the main building, and who were about to be suspended, or students who were frequently absent, were encouraged to come and to involve themselves in the program in which both the union and the industry cooperate very closely.

It has been very successful because the success is, do these students who are very tough, delinquent types, end up going back to school; are they good citizens when they go back to the main building; are they academically better off. The answer on all those counts is, "That is so."

We have similar programs with a number of individual schools where individual industries have developed an interest. We have several schools where the telephone has particular programs with the hardcore youngsters.

We have Franklin K. Lane High School in Brooklyn. This is a school that made history a few years ago, when some outsiders came in and poured some fuel on some teachers and ignited them. It was a scene of constant rioting. You can walk into that school today, as a result of programs largely directed at effective development, that school, too, has an excellent learning atmosphere, and has turned around.

So I am very much in support of those programs, but I would also say that you cannot really work on feelings alone because frequently the feelings are negative because of the lack of achievement. I would not want to put all my money into a program of making someone just feel good in the abstract, because I think that one of the best ways of making them feel good is to get them to do something well, and then turn around and say: "You see, you did it, and you ought to feel good."

So I would keep them a little closer together than they are frequently kept.

Mr. **Kildee**. I think you raise a good point. I think that the feeling should be based upon some substance, some reality. So I would feel that the wedding of those two things would be good.

If there is any written material on any of those schools, the committee would appreciate it if you would provide that.

Mr. **Kildee**. Thank you very much.

Mr. **Ford**. Thank you, Mr. Kildee.

I understand you have a plane waiting. Can you still make it?

Mr. **Shanker**. Yes.

Mr. **Ford**. Do you have just a minute.

Mr. **Shanker**. Yes, I still have a few minutes.

Mr. **Ford**. I just wanted to make one observation, again, about the philosophy of this legislation.

It came through to me from the Secretary the other day that I was hearing something sort of familiar. In 1962 or 1963, I served on a optimistic and not very effective, I am afraid, blue ribbon commission in Michigan on what to do about high school dropouts. The No. 1 problem that was facing us in education was that we had a 27-percent high school dropout rate in our State, and we ought to find a way to do something about it.

So we spent months and months trying to figure out how to do something in the 11th and 12th grades. We came out with the ingenious proposal that we would require driver education to get a driver's license under the age of 18, and this would retain kids an additional year because they would not give them driver education until they were in the 11th grade.

That is a pretty naive kind of thinking in today's world, but I was reminded of how badly we did when you look back at the product of that hard work by a lot of people from our correctional system, our educational system, and elsewhere, because we started off on a sort of a false premise and tried to justify the final objectives by what we started out to do.

I am afraid that this legislation sort of does the same thing. It starts off on the assumption that the real problem exists in how you stop them at the door, as they are trying to leave, after they get to high school. It tries to ignore the fact that the reason this is happening is something that has occurred before.

Ever since the Elementary and Secondary Education Act, and the approach that we took with the original title I legislation, our policy has been to move ever closer to the beginning of the educational experience. We have supported early childhood development, and without too much success, Head Start, and we have more kindergartens in the country now than we had 15 years ago.

But it seems that the educational community has come to accept the idea that you have to identify and deal with problems at the earliest possible opportunity with children who are predictable in terms of the ultimate problems they are going to have.

Suddenly, we find ourselves now in a discussion that takes us past that. We are talking about another place, and another time to fight the battle, with not a whole lot of resources intended, and with a big delay. They are talking about $50 million in planning in 1981. A forward funded appropriation for fiscal 1982. Then ultimately the $2 billion in the Labor and Education components would come in fiscal 1983. Presumably, some of the people we are working with at the fifth grade level now are going to the ones that will be in place when we get this in place.

If the problem is as serious as the administration proposes in proposing this legislation, and nobody disagrees with that, I take it. If it is that serious and that urgent, does it make sense for us to engage on any long-range project that is going to take that long to start delivering services to children, or should we look for an alternative way to start delivery immediately of additional resources to work on this problem?

Mr. Shanker. Before I run away, let me say that I did not come to consider these programs for youngsters in the elementary schools. This is not a recent development. For a long time we have favored preschool and early childhood, but we have also favored what we called giving kids a second chance.

We have never had the kind of point, which they have had in the British school system for many years, where you take examinations at a certain level, and then everybody streams off and that is it. We might do it, but we do it a little more subtly. We have never had that harshness.

The idea has been that if you have not succeeded with what you are doing after a certain point, you probably ought to try doing something different, but keep trying. I really don't know that I want to get into this whole question of whether we should put everything into one bundle.

I certainly agree with you on the amount of money involved, and on how late, and on the timetable of it. I think there is no question that there are great inadequacies both in timing and in amounts that are proposed here.

Mr. Ford. I did not mean to make it sound as if I was saying that we really ought to be spending the money in elementary, and forget these people.

Mr. Shanker. I understand that.

Mr. Ford. Suppose we accept the premise that we do have this need, and we have got to give the second chance, could we make a few modifications in the vocational money that we are sending out to encourage other school districts to do what Detroit is now doing?

Mr. Shanker. This is not exactly vocational. But I would say that you could move this money very quickly. You could add to the funds going under title I concentration, especially, and you could stipulate that it be used to target within these schools those who lack basic skills and to develop programs in cooperation with labor and industry in secondary schools designed to promote job enhancement. I think that it could be done a lot faster. I agree with that.

Mr. Ford. But there is a set aside of some of the education money that goes through the vocational education system.

Mr. Shanker. Yes.

Mr. Ford. It presumably is going to go out under the same kind of circumstances that it is now distributed.

Mr. Shanker. Much of this, though, is not intended to be vocational. It is intended to be basic education at that level. In other words, what we are talking about here is that we know that when the kid drops out, there is a provision for various community based and other agencies who handle basic educational programs outside the school.

What we are getting is, why wait until the kid is 17 and somebody finds him. If we have found him already, but we don't have the wherewithal to reach him when he is 15, why can't we do what you are going to do for him 2 years later. Why can't we do it 2 years earlier, and do it in the school setting, and hopefully if we can do something, he might even stay a little longer and learn a little more.

While we do have all the problems that you pointed out, it is hard to say to a kid: "Look, you are really going to get a job when you get out," when he sees his father laid off. We do know, and I think the student knows as well, the more he learns, he better he can read, the more education he has, the better.

While he does not know what is going to happen next year, or the year after that, we have all seen the figures, over his lifetime, the more education he has, the better off he is in terms of skills, the longer period of time he is going to be employed, and the more money he is going to make, and the greater number of choices he is going to have.

The kids in school know that. The teachers know that. So even if you cannot say, "You are going to get a job 6 months from now," even if you can point to all kinds of injustice in the system, I think there is still adequate reason for providing the education. Also, there is adequate motivation for the youngster if he is acquainted with the facts. I think that most of them know that.

Mr. **Ford**. Thank you very much.

Mr. **Jefferson**. Thank you.

Mr. **Ford**. The committee will stand in recess until 9:30 Monday morning.

[Whereupon, at 12:20 p.m., the subcommittee recessed, to reconvene at 9:30 a.m., Monday, March 3, 1980.]

HEARINGS ON THE PRESIDENT'S YOUTH EDUCATION AND EMPLOYMENT INITIATIVE

MONDAY, MARCH 3, 1980

House of Representatives,
Subcommittee on Elementary, Secondary,
and Vocational Education,
Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:40 a.m., pursuant to recess, in room 2261, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Members present: Representatives Perkins, Murphy, and Hawkins.

Staff present: John F. Jennings, counsel; Nancy Kober, staff assistant; Richard DiEugenio, minority legislative associate; and Jennifer Vance, minority senior legislative associate.

Chairman **Perkins**. The subcommittee will come to order for the purpose of continuing the hearings on the President's youth initiative. We have numerous witnesses this morning, and I am delighted that they are here.

Dr. Eugene Paslov, superintendent of the Michigan Department of Education and Mr. C. Patrick Babcock, director, Michigan Department of Labor; Mr. Glenn Motter, director, Vocational Education Administrators, Pennsylvania; Mr. John Dietz, president, Michigan Association for Educational Options; Mr. Henry Marockie, superintendent, Ohio County Schools, Wheeling, W. Va., representing the American Association of School Administrators, accompanied by Ms. Charlotte E. Friedman, legislative specialist, American Association of School Administrators.

We will hear from you first, Dr. Paslov.

Dr. **Paslov**. Mr. Chairman, if I may, would it be possible to have Mr. Babcock start the presentation.

Chairman **Perkins**. In any way you want to handle it.

STATEMENT OF C. PATRICK BABCOCK, DIRECTOR, MICHIGAN DEPARTMENT OF LABOR AND EUGENE T. PASLOV, PH. D, INTERIM SUPERINTENDENT OF PUBLIC INSTRUCTION, MICHIGAN DEPARTMENT OF EDUCATION

Mr. **Babcock**. Thank you, Mr. Chairman.

I am Pat Babcock, director of the Michigan Department of Labor. With me today is Dr. Paslov, as you indicated, the superintendent of public instruction for the State of Michigan.

We appreciate the opportunity to appear before you this subcommittee on the issues of education, employment, and employability, particularly as they relate to the President's specifications in his youth initiative.

Our joint presence is not coincidental. In Michigan, we have long recognized the need for cooperation and coordination between the education and employment systems, particular as it relates to youth development.

Our commitment is reflected not only in our presence, but in our on-going efforts to improve and jointly plan and administer programs as it relates to the preparation and maturation of the Michigan's youth, and their preparation for the labor market.

Last year, Michigan had the third highest unemployment percentage rate of any State in the Nation. The highest levels were among youth 16 to 19, reaching 16-percent statewide, and over 35-percent minority youth. In some of our urban and suburban school districts, nearly 15 percent of our youth are dropouts. That dropout rate for minority youth in major urban areas often exceeds 25 percent. Overall, 40,000 young people dropout of schools in the State of Michigan between the 9th and 12th grades.

Most of them leave in need of the basic educational and occupational skills needed to be successful in finding useful work. Over the past several years, we have done several things to try to work with both education and employment training to combat that problem.

Our Governor's grant, the CETA-Education Linkage program, is being jointly planned, conducted and monitored by a State level group of CETA prime sponsors and by the Departments of Education and Labor. These funds are being used to coordinate local employment and training education programs, and establish demonstration programs.

The Michigan Employment and Training Services Council, created under CETA, is formed of joint education committees made up of representatives of the Vocational Education Advisory Committee and the Career Education Advisory Council, I think one of the first in the Nation.

We have a joint agreement regarding school-based placement which was developed as a result of State legislation, and we are currently starting to develop some implementation plans in that area. We have a Full Employment Planning Act, which I guess is sort of a junior Humphrey-Hawkins legislation at the State level that speaks to joint education and employment training programs, and the first report will be submitted to the Governor in June of this year.

These efforts to work together stem from a recognition of the need to relate the world of work to education and of the severity of youth unemployment rates throughout the State. While we have made progress, we think it is only a beginning in the efforts that must be made to address and diffuse the youth emloyment time bomb that is facing us.

We have based our joint efforts on a set of basic principal elements which are the foundation, I think, to any relationship between education and youth employment. We would urge that you consider these elements as you move forward to developing a national base for comprehensive and coordinated national, State, and local effort to improve education and employment opportunities of youth and young adults.

I would like to cover some of those elements this morning, and then ask Dr. Paslov to complete those and to talk about our specific concerns on the President's approach.

The first element is the need for a comprehensive approach. The diversity of the needs of youth require a comprehensive approach taking into consideration the education/employment and training needs of youth, both in school and out of school. In order to meet the needs of disadvantaged youth for basic skill development and placement, a system that integrates the expertise of the education and CETA agencies and provides flexibility to tailor services to clients is crucial.

We need to have centralized legislative authority. The enacting legislation should avoid fragmentation of the program by amending a number of different statutes. The new youth initiative legislation should amend one labor act, possibly title IV of CETA, and we think create a new act for the education effort. This consolidated legislative authority and a consolidated legislative congressional intent would go far in insuring an integrated and comprehensive program.

We think the widest range of program activities and services should be allowable under a reauthorized youth education/employment and training program. Studies conducted to date of the Youth Employment Demonstration Programs Act (YEDPA) indicate that the categorical nature of these programs is far too complex and, in effect, creates arbitrary distinctions for effective administration and planning. Also, the ability to serve youth on an individualized basis is hampered by the categorical nature of YEDPA. The present program activities allowed under YEDPA should be consolidated into one program.

At this point, Mr. Chairman, I would like to ask Dr. Paslov to continue with the principles.

Chairman PERKINS. Go ahead.

Dr. PASLOV. Thank you, Mr. Chairman.

Mr. Chairman, members of the committee, I, too, am very pleased to be here today.

As Mr. Babcock has pointed out, our being here together is not coincidental. If the youth training and employment initiatives are to work, the ability of labor and education to plan and to work together is not only important, but it is absolutely imperative.

I believe that we in Michigan are well on our way to developing an exemplary interagency planning procedure between labor and education that will, in the long run, and I am convinced of this, have a very positive effect on the young men and women in our State. I am also certain that committee members will particularly appreciate the difficulties State agencies, like labor and education, have in working together. We, as Mr. Babcock has pointed, have been doing this for well over a year, and we have encountered those problems dealing with turf. That is, the territorial imperative is very strong, and it is very difficult to overcome in dealing with agencies like labor and education. But we believe that we can.

We have encountered philosophical problems because we approach the problems of youth and training from slightly different perspectives. We believe we can overcome those problems.

We have encountered the governance issues. That is, who is going to allocate which resources to whom? We believe that those can be overcome.

What I would like to impress upon this committee and to others is to transmit the signal that these problems are not insoluble. Michigan has a commitment from the Executive Office and from the agency heads to cut the Gordian knot, to achieve the kind of cooperation that is necessary to implement these initiatives.

Mr. Babcock mentioned several principles that we would like to see included in legislation in youth training and employment. I would like to mention a few more.

The first that I would like to bring to your attention has to do with the individual employability plan. We believe that the concept of the IEP is absolutely critical to the educational component. We further believe that IEP's must include data regarding student skill levels in the academic as well as in the work and vocational areas.

The IPE must also be maintained in such a way as it reduces or minimizes the amount of paperwork for those who are involved. The IEP, I would emphasize this, the IEP must also be developed and used in such a way as not to get into the insidious forms of tracking youngsters, in which blacks, Hispanics and women are slated into certain vocational patterns from which they can never emerge. Nonetheless, I believe that the IEP, indeed, can accomplish all that it is intended to accomplish without getting into the more insidious forms of tracking.

The second principle deals with the concerns of the eligibility of participation. We believe the criteria for program selection should be the inability to succeed in education or employment efforts without special services. Intensive and often expensive services should be targeted at high needs participants who would reasonably benefit from these services.

We also believe that limiting individual participation to specific length mitigates against individual needs. Limitations on the length of eligibility do not generally fit the needs of youth who may be characterized as having interruptions in education and employment experiences. It may require several years of pre-employment services and work experiences prior to entering the career training, or career ladder employment.

The third principle concerns coordination and planning. There is a need to put both the labor and education components in the youth training/employment and education programs on the same phase or the same cycle regarding funding, distribution of funds, reporting requirements, and planning cycles to facilitate local coordination administration.

We believe that the State level coordination would be assured if the Governor were to be required to certify State plans for all the State agencies involved. The youth initiative legislation should clearly place the responsibility with the Governor of each State to certify the effectiveness of local coordination and joint planning that is occurring in each area.

I would like to conclude my remarks regarding the principles by noting some brief comparisons of the principles Mr. Babcock and I have mentioned, with some of the legislative comparisons in the administration's proposal.

The principle of comprehensiveness requires in my view some centralized authority for program planning and implementation. The authority for the education portion of the administration's specifications is not clear.

The proposal allows the provision of a very broad range of employability development and education services without sufficient checks and balances at the State level. We believe that there must be joint planning with education and labor for both in-school and out-of-school youth. The specifications do not include these kinds of provisions.

We strong support the development of performance benchmarks, but the specifications do not require that CETA agencies develop IEP's for participants. We believe the IEP's are important, and should be designed jointly by labor and education agencies based upon State guidelines.

We support a strong State role, both for the State education agencies and the State departments of labor. The State's role in the Youth Act specifications is unclear, and it needs to be clarified as the legislation is developed.

I would like to leave this presentation on an upbeat note. Youth training/employment in my view, and in the view of Mr. Babcock, is the imperative for the 1980's. The youth initiatives have the potential, in my view, for bringing about reform in our secondary schools in light of declining enrollments, changing attitudes about attending college immediately after high school, and increasing interest in life-long learning and career changes for our youth and adults.

I believe very firmly that the youth initiatives have a good deal of potential. I would like to see them implemented. With that, Mr. Chairman, I thank you for the opportunity to appear before you.

[The prepared statement of C. Patrick Babcock and Eugene T. Paslov follows:]

PREPARED STATEMENT OF C. PATRICK BABCOCK, DIRECTOR, MICHIGAN DEPARTMENT OF LABOR, AND DR. EUGENE T. PASLOV, INTERIM SUPERINTENDENT OF PUBLIC INSTRUCTION, MICHIGAN DEPARTMENT OF EDUCATION

Mr. Chairman, Members of the Committee -

My name is Pat Babcock, Director of the Michigan Department of Labor. With me today is Dr. Eugene Paslov, Michigan Superintendent of Public Instruction. We are pleased to appear before you to make brief statements on the important issue of education, employment and employability of youth as they relate to the current legislative proposals.

I would like to begin our presentation and turn over the presentation to Dr. Paslov in a few minutes to conclude our remarks.

Our joint presence is not a coincidence. In Michigan, we have long recognized the need for cooperation and coordination between education and employment, particularly as it pertains to the development of youth.

Our commitment is reflected not only in our presence, but in our programs, our goals and efforts as we develop and improve our respective programs. We encourage the subcommittee to consider the unique and critical relationship education and employment share in the preparation and maturation of the nation's most important resource -- youth.

Last year, Michigan had the third highest unemployment percentage rate of any state in the nation. The highest levels were among youth 16 - 19 (16.2 percent-average; nonwhite - 35.8 percent) (data, from Jan.-June., 1979). In some of our urban and suburban school districts, nearly 15 percent of our youth are dropouts.

The rate for minority youth in our major urban areas often exceeds 25 percent. Overall, in our state, 40,000 young people drop out of our schools between the ninth and twelfth grades.

Most of them leave with neither the basic skills nor the occupational skills needed to be successful in finding useful work. We have learned to do different things, often unique things, to work against and reduce these intolerably high levels of unemployment and school dropouts.

Our Governor's Grant, CETA - Education Linkage Program, is being jointly planned, conducted, and monitored by a state level group of CETA Prime Sponsors and by the Departments of Education and Labor. These funds are being utilized to coordinate local employment and training and education programs. Also, the Michigan Employment and Training Services Council formed an education committee comprised of educators, prime sponsors, state education officials, and representatives of the Vocational Education and Career Education Advisory Councils. Further, a joint agreement concerning school-based placement has been developed in Michigan between the Department of Labor and Education and the Michigan Employment Security Commission.

These efforts to work together stem from our recognition of the need to relate the world of work to education and of the severity of youth unemployment and dropout rates in Michigan. While we've made progress, we believe this is only a beginning in the efforts that must be made to address and diffuse the youth employment time bomb that is facing us.

We believe the following elements are tantamount to a successful youth initiative.

PRINCIPAL ELEMENTS MICHIGAN DEPARTMENT OF EDUCATION AND LABOR URGE IN YOUTH REAUTHORIZATION

Our repeated experience in both education and employment programs confirm that a number of common principal elements are present in successful state and local efforts of this type. We strongly urge that you consider these elements as we move towards building a comprehensive and coordinated national, state, and local effort to improve education and employment opportunities of youth and young adults.

Comprehensive Approach

The diversity of the needs of youth require a comprehensive approach taking into consideration the education/employment and training needs of youth, both in school and out of school. In order to meet the needs of disadvantaged youth for basic skill development and placement, a system that integrates the expertise of the education and CETA agencies and provides flexibility to tailor services to clients is crucial.

Centralized Legislative Authority

The enacting legislation should avoid fragmentation of the program by amending many existing laws or creating many new laws. The new youth initiative legislation should amend one labor act, possibly Title IV of CETA, and create a new act for the education effort. This consolidated legislative authority would go far in ensuring an integrated and comprehensive program.

Comprehensive Program Services

The widest possible range of program activities and services should be allowable under a reauthorized youth education/employment and training program. Studies conducted to date of the Youth Employment Demonstration

Programs Act (YEDPA) indicate that the categorical nature of these programs is much too complex to administer and plan. Also, the ability to serve youth on an individualized basis is hampered by the categorical nature of YEDPA. The present program activities allowed by YEDPA should be consolidated into one program.

Individual Employability Plan

The prescription of any activity for a particular participant must be based upon an individual employment plan which assesses the individual's current basic and vocational skill levels, barriers to employment, and previous experiences, if any, in the program. These individual employability plans would be intended to both individualize activities and sequence activities, based upon prior experiences, to provide a progression to career entry employment or intensive skill training. The initiative should provide governors and states a major role in administering guidelines for individual employability plans.

Eligibility for Participation

The criteria for program selection should be the inability to succeed in education or employment efforts without these special services. Intensive, and often expensive, services should be targeted at "high needs" participants who would reasonably benefit from those services.

An additional eligibility issue concerns limiting the length of eligibility for youths in this program. We believe that limiting individual participation to specific lengths works against meeting individual needs. Limitations on the length of eligibility do not fit the needs of youth, who may be characterized as having interruptions in education and employment experiences and may require several years of pre-employment services and work experiences prior to entering career training or career ladder employment.

Coordination and Planning

The success of this program hinges upon close coordination and joint planning between educational and labor agencies. Further, the legislation must ensure that the educational and labor components of a youth education/employment and training program operate in the same phase relating to funding cycle, distribution of funds, reporting requirements, and planning cycle to facilitate local coordination administration.

At the state level, several agencies must be involved in this effort. In Michigan, the Departments of Labor and Education will work closely on any new youth initiative. We believe it is necessary to ensure state level coordination by requiring the Governor to certify the state plans of all state agencies involved in these programs to assure that those agencies are in agreement.

The specific roles of state and local agencies in this youth program will vary greatly for many reasons, including results of past efforts at coordination and the structure of the education system in that state. The legislation and resulting regulations should emphasize local flexibility in determining the specific roles and responsibility of education and CETA agencies based upon a local assessment of needs. The youth initiatives legislation should clearly place the responsibility with the governor of each state to certify the effective local coordination and joint planning that is occurring in each area. The states should also have the responsibility of assisting local agencies in meeting the objectives of the Act.

In conjunction with this local flexibility to determine the specific roles of each agency, collaboration in planning and program activities must be ensured for the program to be successful. The initiative should require joint planning and plan sign-off by involved local educational and CETA agencies.

Program Set-Asides or Mandates

Local flexibility also must be ensured by avoiding fragmentation of the program by legislating only a minimum number of set-asides for specific activities or program mandates. If this youth program is to meet the needs of individual disadvantaged youths, this flexibility in program activities is necessary.

Performance Standards

Measures such as immediate placements or earnings increase are inappropriate short-term measures for this developmental youth program. Utilizing such measures creates an incentive to serve youth with fewer barriers to progression in school or to employment through the least risky program strategy.

We feel that the youth initiative legislation should include performance criteria that directly measures the short-term impact of activities in achieving the objectives of increasing the basic vocational and workplace skills. Continued funding of the program in any area should not be based upon yearly evaluations, but evaluations of performance over a three-year time period. We further support utilizing as long-term performance criteria such measures as placements, job retention, and earnings increase.

Maintenance of Effort

We strongly urge Congress to include legislative provisions requiring educational agencies, receiving funds under this program, to continue current efforts and program levels. Also, since this program is in addition to current local and state efforts, there should be neither a provision requiring a local match in order to receive a grant, nor a phase-out of these programs to local funding.

Comparison of Principles with Legislative Specification of Carter Administration Proposal

Although it is not possible to discuss in detail the Administration Proposal legislation specification, we would like to take this opportunity to compare those specifications with the principles we've outlined today. A number of provisions receive our strong endorsement, while in other areas we have concerns with the specifications.

The comprehensive nature of the legislation is heartily endorsed by the State of Michigan. The specifications indicate that the overall needs of youth for both the CETA and educational system have been considered. Unfortunately, it is not clear that within this comprehensive approach the legislative authority will be centralized. While it is clear the CETA portion will amend CETA Title IV, it is not clear how the legislative authority for the education portion will be stnuctured. We support the comprehensive services being proposed in the Carter Administration proposal. The proposal allows the provision of a very broad range of employability development and educational services. This range of services is necessary to individualize the assistance provided to youth. Unfortunately, a series of funds set aside for specific program activities will mitigate against serving individual needs. We feel it is inappropriate to set aside percentages of funds for a series of specific program activities.

The specifications indicate that in the CETA portion, a priority system must be developed to determine within the eligible population which persons will be served. Such a priority system is necessitated only if sufficient funds are not provided to provide services to the entire eligible population. We strongly urge you to consider adequate funding to serve the entire eligible youth population.

The specifications require cooperation and some youth planning between local education and CETA agencies when providing services to in-school youth or when a target school is funded through the education portion of the proposal.

This is positive insofar as it requires joint planning, but we feel joint planning must exist for both service to in-school and out-of-school youths. Further, the proposal sets up the potential for joint review of the local education and CETA plans, but, as we indicated earlier, we feel joint planning, review and plan sign off is critical. Also, the Governor should be required to certify that the education and CETA plans are in agreement and meet requirements of the Act. This provision is not contained in the legislative specifications.

We strongly agree with the provisions which would require the development of performance benchmarks for participants and programs. When tied with an individual employment plan, those benchmarks would assist youth in compiling a resume with which to job search. The specifications do not **require** that CETA agencies develop individual employment plans for participants. We believe this is necessary and those plans should be designed jointly between CETA and education agencies based upon state guidelines.

While supporting performance standards, we oppose the performance standards as outlined in the legislative specifications. Performance criteria should directly measure the objectives of the program: "increasing the basic literacy and workplace skills of disadvantaged youths..." Although placement and job retention are eventual goals, these outcomes may not be achieved or measurable for several years.

The specifications propose education cooperation incentive grants to assist in funding joint programs between education and CETA agencies. We feel such incentives and financial assistance is appropriate and endorse this concept.

Another of our concerns with the Youth Act of 1980 is the states' roles and responsibilities. We support the identification of clearly defined and distinguished roles for state and local education and employment agencies. We believe those roles should be broad and concentrate on the areas of coordination and quality assurance and accountability relative to programs and activities.

They should also apply to both the education and employment sides of the program and involve a logical sequence of coordination and general oversight.

The states' roles as identified in the Youth Act specifications are unclear, seemingly disjointed and do not apply equally to both the education and employment programs of the initiative. On one hand, states have a major responsibility for the vocational education aspects of the program, but on the other, they do not have the responsibility for the basic skills components of local plans. The same state oversight role is not present in the employment side of the Youth Act as it is on the education side. We feel the result will be a fragmented program of onesidedness and diminish the overall coordination effort of labor and education.

We urge you to reconsider the elements of state roles and apply them equally to both sides of the education-employment initiative.

Chairman PERKINS. Thank you very much, Dr. Paslov and Mr. Babcock.

Go ahead, Mr. Motter.

STATEMENT OF GLENN E. MOTTER, DIRECTOR, HARRISBURG STEELTON-HIGHSPIRE AREA VOCATIONAL TECHNICAL SCHOOL, HARRISBURG, PA.

Mr. MOTTER. Thank you very much, Mr. Chairman, members of the Subcommittee on Elementary, Secondary, and Vocational Education.

I am Glenn Motter, director of the Harrisburg Steelton-Highspire Vocational Technical School in Harrisburg, Pa.

If I may, I would like to introduce two persons who are with me, who would place themselves open for questioning during interrogation. Mr. Harry Siler, who is executive director of our private industry council; and Mr. William Oagen who is general manager of the office employment security within our community.

Chairman PERKINS. Let me interrupt you for just a moment, Mr. Motter. We are very sorry that Mr. Goodling will not be here this morning to welcome you. He had wanted you to testify. Now, if you will just go ahead.

Mr. MOTTER. On behalf of the Vocational Administrators of Pennsylvania, the Pennsylvania Association of Vocational Education Special Needs Personnel, the citizens of central Pennsylvania, and myself, I want to express our gratitude for this opportunity to present our reaction to the Youth Act of 1980.

First, let me tell you about our school. We have an area vocational technical school in an urban community. Our population is 75 percent minority—70 percent black, 5 percent Hispanic. Over 60 percent of our students are economically disadvantaged. The unemployment rate of 16- through 19-year-olds as reported in our standard metropolitan statistical area is 15 percent.

Our SMSA is tricounty ranging from a large, sparsely populated rural district to a densely populated urban area, which is economically depressed. Our attendance area is a typical urban community with diminishing tax base and extensive poverty. Due to the diversified area in our SMSA, available statistics do not reflect the true unemployment picture. The Harrisburg youth unemployment rate would be more accurately portrayed at 25 to 30 percent.

We have 20 secondary vocational programs with an enrollment of 850. One program, with an enrollment of 75, is for special disadvantaged students—those who have dropped out, are in the process of dropping out, or are incarcerated and released under surveillance to participate in this program.

We are working cooperatively with the city of Harrisburg, the redevelopment authority and other community-based organizations to renovate houses in our community in order to teach skills and train these students in carpentry, brick masonry, and electrical construction.

Our goal is to give these students basic skill competencies, a feeling of self-esteem through achievement and employment survival skills. We are planning to extend this program through the summer months with CETA paying participant stipends, Governor's special grant paying instructional salaries, and the school providing the facility, supervision, and academic credit.

To help students in our regular programs, we provide related English instruction in the vocational program. This is at a remedial level.

Our adult education consists of a number of short term programs, one of which is designed to help minority persons to be successful in the examination before entering construction trades apprenticeships. This program was developed through cooperation with the Tri-County Affirmative Action Apprenticeship Committee. In the past 2 years, all participants who completed the program were successful in entering an apprenticeship in the trade of their choice. The number there would be 27 persons.

We have one long-term adult education program in the field of practical nursing. One third of the enrollment is CETA clients. We experience 100 percent placement of the participants completing this program. The CETA graduates would number 30 each year.

In our regular secondary programs, we maintain a minimum rate of 80 percent of our graduates. Most recently, in the 1978–79 school year, our graduates were placed as follows:

Fifty percent were employed in the occupation they were trained for;

Twenty-eight percent went on to higher education at which the majority of them enrolled in technical programs aligned with their vocational training;

Twelve percent entered the service, many with advanced ratings due to their vo-tech experience; and

In the 1970–80 school year midterm 60 pecent of our seniors are presently employed under our cooperative education program.

As director of the school, I serve locally on the following: Prime Sponsor Program Advisory Committee, Private Industry Council Board, Urban League Education Committee, Tri-County Affirmative Action Apprenticeship Committee, and many other various roles in community based organizations.

Our general advisory committee reflects membership from: Prime Sponsor, Human Resources Development Institute of the AFL–CIO, Pennsylvania Advisory Council on Vocational Education, Pennsylvania Bureau of Vocational Education, Carpentry, Brick Masonry and Sheet Metal Workers Unions, Opportunities Industrialization Corporation (OIC), Harrisburg Area Community College, Bureau of Employment Security which is not listed here and should have been, and a number of large and small diversified businesses, industries, service organizations and professions. Also, the Tri-County Affirmative Action Committee.

A select group from the above list of persons and organizations were contacted and reactions to the President's youth unemployment bill were solicited. The consensus of those responding was that it is much needed legislation. Title II appears to be aimed at the root of the problems we are experiencing.

Our experience tells us that the major cause of dropping out of school is the lack of ability to achieve satisfactorily. Failure in academic and/or vocational studies manifests itself in frustration, despair, and withdrawal. It is late when a student gets into senior high school, selects a career and cannot perform the necessary basic skills to survive. We, therefore, support the concept of basic skills training.

Vocational education has been, and continues to be, the greatest single asset in education for the past 20 years. We feel that we can play a major role in making this effort a success and hope to be active in developing and carrying out the task of making the seventh through ninth grade students more career oriented.

Existing legislation has mandated our developing advisory liaison with industry, business, professional organizations, prime sponsors and community based organizations. By adding basic education, our existing advisory committees would fulfill the desired representation of this legislation, but to demand more of these persons may be an unwelcomed burden.

Employment skills for 10th through 12th graders, also those who are out of school, are critical to the success of this effort. We have the expertise, facilities, and equipment to conduct this training. New facilities or programs in duplication should not be developed until existing ones are being utilized fully.

A basic skills and/or employment survival skills training program should be a required part of on-the-job training in title I and title II. All trainees should be monitored frequently by a professional person trained to detect and deal with problems the client and/or employer is experiencing until the adjustment from unemployed to employed is made.

Stipends for in school youth should only serve to accommodate economic survival. A person on a tax-free stipend takes a considerable cut in pay when entering the labor force. Due to the many deductions that are taken from a wage earner, he or she receives considerably less pay to take home from regular employment.

The attached letter from a very interested person on our general advisory committee and who is a top executive of the largest employer in our district addresses two concerns.

First, creating "make work" jobs is counterproductive and inflationary.

Our response: Vocational education is responsive to the current labor market. We stand ready to change, redirect, add, or delete programs as needed in order to remain current with labor market needs. Each program has a lay advisory committee. The administration meets frequently with the general advisory committee. These efforts are directed entirely at keeping the programs up to date. Our philosophy precludes our participation in "make work" training.

Second, the Government is placing the private sector in jeopardy by asking them to help solve social problems while making it more difficult to cooperate.

Our response: We have found that the targeted job tax credit law, Revenue Act of 1978, Public Law 95-600, is an effective tool to encourage employers to participate. To date, 25 percent of the employers in our cooperative education program are taking advantage of this opportunity. This is the answer when an employer asks, "What is in it for me?"

It is extremely important that this legislation be maintained, and expanded, if possible.

In determining levels of participation for title II funding, it must be remembered that the vast majority of the persons needing this help come from severely economically depressed areas as it is stated in the findings of this legislation.

Experience with funding in the Education Amendments of 1976, Public Law 94-482, the Vocational Education Act, has been that millions of dollars are going unused because of the local agencies' inability to match the Federal funding. Local boards find it difficult to resolve the discrepancy between the 100 percent CETA funds and having to match vocational education funding.

With the cost of education following the typical inflationary pattern, budgets cannot be further expanded to develop new programs for special purposes. It is felt that the maximum amount of local dollars is being spent for basic needs. This legislation can be very valuable to us, particularly in urban communities, if it is made available with 100 percent Federal funding.

In conclusion, this is a good concept. It serves a critical need. However, the aforementioned modifications are critical if it is to serve the needs cited in the best manner.

[Letter submitted by Glenn E. Motter follows:]

Mr. Glenn Motter
Director
Hbg. Stln. Highspire Tech. School
2915 N. 3rd Street
Harrisburg, PA 17110

Dear Glenn,

The program outlined in the proposed legislation for the Youth Act of 1980 appears to address the proper problem area with respect to drop-outs and unemployable youth. Aside from the implied mountain of paperwork and its resultant necessity for administrative personnel, the program appears workable.

However, from my position, all the federal dollars and programs you could possibly muster are not going to be worth anything to these youth if the market for employable people is not available. Creating an unproductive make-work situation will only add further fuel to inflation and further punish those we are so desperately trying to help.

On one hand the Federal Government asks the help of the private sector to solve such social problems, and with the other hand, passes regulations which effectively strangle the growth of this sector which is supposed to provide a workplace for the disadvantaged and minority groups.

It is a "Catch 22" situation.

Good luck in your presentation to Congress.

Sincerely,

Chairman **Perkins**. Thank you very much for good testimony.

Next we will hear from Mr. John Dietz, president of the Michigan Association for Educational Options.

Mr. Dietz, Congressman Kildee would have liked to have been here to hear you this morning, but he has sickness in his family, and he is at the hospital.

Go ahead.

STATEMENT OF JOHN DIETZ, PRESIDENT, MICHIGAN ASSOCIATION FOR EDUCATIONAL OPTIONS

Mr. **Dietz**. Thank you, Mr. Chairman, and members of the subcommittee.

I am most appreciative of your invitation to be here today. As the current president of the Michigan Association for Educational Options, I welcome this opportunity to present our association's enthusiastic endorsement of the inclusion of educational alternatives as a local programmatic option under the President's Youth Employment Initiative, title II.

Prior to making my formal testimony, I would like to take this opportunity to convey our association's thanks to Representative Kildee for his effort and commitment in promoting alternative educational programs as a solution to the problem of how to provide equal educational and vocational opportunities to young people who have fallen through the cracks of the regular school program and who have no further option for acquiring those skills necessary to compete in the world.

The first objective that this testimony seeks to address is the answer to the question, "What is an alternative education program, and who are its consumers?" The consumer of an alternative educational environment is the student who while in conventional school not only fails to learn but also acts out his or her frustrations and resentments and impedes the learning of other students.

They are students who have been described by the prefix "dis"—disenchanted, disenfranchised, disaffected, disaffiliated, disturbed, and disruptive.

They are students who have been expelled or suspended. They are students who are habitually truant, who drop out of school, who vandalize schools and communities and who eventually may end up in the criminal justice system costing the taxpayers of this Nation much and contributing little to the Nation's productivity.

As to what is an alternative education program, the most basic definition that I can provide is any attempt by the school district or community to try something different so as to increase the chances for student success and to increase the probability that school will be a relatively stable, orderly, humane, and satisfying place to spend the day. What has developed from this concept are educational structures which aim to:

One, improve basic academic skills.

Two, improve social interaction of student with teacher, other adults and fellow students.

Three, improve the potential for employability and vocational self-sufficiency.

Four, increase student attendance and facilitate successful reentry into the traditional school program.

Five, reduce and eliminate contact with the criminal justice system.

Although all alternative programs share these basic goals, they do not constitute a single model of alternative education. Some alternative programs are part-time, located in a regular high school or junior high and attended for several hours a day, but not exclusively. Other programs operate out of separate facilities, but provide services of a tutorial nature on a part-time basis. Still others are full alternative secondary schools, where students can attend full time until graduation.

The important fact regarding the design of an alternative education program, its objectives, its curriculum, its rules for behavior, is that these are the result of the local communities' own expectations, demands, requirements and decisions.

The second question that this testimony would like to impact on is the question "How do alternative education programs differ in design from the traditional junior high and high school program?"

The primary characteristic of an alternative program is its size. Programs may be as small as 10 or 15 students, a single class in a school, for instance, or they may enroll up to 200 students and maintain a staff of almost 20 people. With this small population size comes a low staff/pupil ratio, which in turn permits greater opportunity for individualized instruction and close personal relationships between young people and adults.

In alternative education programs, the greatest academic concern is to provide instruction in the basic skills at a level which matches the students' performance level. The ability to individualize instruction with this type of student is of paramount importance due to the fact that the majority of students enrolled in alternative education programs function far below their peers in both reading and math.

It is not uncommon to find 10th, 11th, and 12th graders in alternative programs reading and performing computational at the second or third grade ability level. It is equally not uncommon to find students who abilities and skills are college level and beyond, but are in the program because of their alienation to the traditional modes of education.

A second discriminating element that can be found in alternative education programs is the emphasis within the established curriculum on the employability of the student. Here the thrust is not so much on training in a particular vocational skill, but on the basics that you and I take for granted.

Topics such as how to interview for a job, how to locate potential employment opportunities, how to get along with supervisors and coworkers, how to be on time for work, and how to maintain a job, are addressed, simulated and practiced both in the program and out in the workplace.

A final differentiating attribute of an alternative program is the emphasis on social rehabilitation. You will find that every alternative education program working with this type of student will have either a formal or informal method of improving the behavioral repertoire of its students.

Some programs utilize various behavior modification schemas, others use counseling or group techniques, others may use the personal relationship between the teacher and student as a device to increase socialization.

Throughout these elements, the thrust of the alternative education program is to gauge the curriculum offerings to the functioning and maturity level of its students in a manner which insures or at least increases the probability of student success while in school and after he or she leaves.

Having now described the basic concept of alternative education programs, this testimony urges you to consider the inclusion of alternative education programs as an option within the President's youth unemployment bill.

Our organization and other working with disenfranchised young people believe that it is imperative that our Nation recognize the legitimate education and social needs of these students as being different than what the traditional educational system can presently provide for.

The fact that these young people are different in respect to their behavioral and learning patterns does not mean that they should be excluded from the opportunities all citizens possess in order to be productive contributors to society.

We also believe that the alternative education program as described here has demonstrated itself to be a vehicle which can and does provide young people with the academic, vocational, and social skills necessary to be productive. The growth of alternative education programs in number validates the worth of including this category of programing within the President's youth unemployment bill, notwithstanding the achievements made by the individual students in the programs.

Finally, it is our conviction that by including these young people and these alternative education programs into a national law, both the needs and rights of these young people will be identified and that alternative education programs will be viewed as a viable and socially constructive method of providing for them at the local community level.

Thank you, Mr. Chairman and members of the subcommittee, for this opportunity to present our views. I will be pleased to answer questions.

Chairman **Perkins**. Thank you very much for an excellent statement.

Our next witness is Mr. Henry Marockie. Go ahead, Mr. Marockie.

STATEMENT OF HENRY R. MAROCKIE, SUPERINTENDENT, OHIO COUNTY SCHOOLS, WHEELING, W. VA., ACCOMPANIED BY CHARLOTTE FRIEDMAN, AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS

Mr. **Marockie**. Thank you, Mr. Chairman.

I would like first to introduce Charlotte Friedman, who represents the ASSA. Let me also at the outset indicate that you have heard considerable testimony at the beginning with regard to statistical treatments, as to the validity of the act, and why we should have it. I would like to take a little different tack, and maybe review some of my interpretations of the specifications, as I understand them.

Chairman **Perkins**. Without objection, your prepared statement will be included in the record. You may summarize it in any way you want to.

Mr. **Marockie**. Let me commend President Carter, and Members of Congress for your energies, and those colleagues of ours who served on the Vice President's Task Force for Youth Employment. I don't think that any of us can disagree with the intent. The intent is admirable and worthwhile and we need it in this country.

However, as we look to the past, and look at the review of some of the things we have been through, such as Neighborhood Youth Corps, Job Corps, Summer Youth Employment programs, and work programs of various sorts presently involved in the CETA program, we seemingly have had little effect on youth unemployment. It still seems to be a national concern, a growing national problem, and the statistics will validate that.

We are of the opinion that what we have done in the past has been admirable, but we are at the threshold in society where we simply need a new initiative in the area of youth employment. I would like to thus place my time to very briefly suggest for the committee six minor points for your consideration that I have interpreted from the specifications that I think need to be reviewed seriously as we look at new initiatives in education.

One, the basic skills component, a very welcomed approach. The Youth Act explains that we need it. I don't think that anyone can disagree with that. The problem that I see with the specifications, however, is that it again creates a separate system. I would concur with the basic skills component. We obviously need basic skills instruction, but we need it within the regular school program, not separate to the system. It must, in my judgment, provide for the provision of continued practice time in the schools in order to practice the areas of basic skills.

I think that we will find that primarily, at least part of the reason why youngsters cannot do the basics of read, write, arithmetic and oral communication is simply because they don't have practice time in school in order to do that. I would cite for you the example of a program just initiated last year where 686 ninth grade youngsters were put into a program of competency, all tested for designated levels. After the second year of the program of spending more time, not less, in basic skills instruction there is only 12 percent of that entire class that has not achieved that designated level.

The thesis is that one must spend more time on deficiency in order to become proficient at it. We would heartily endorse the basic skills component of the act, and we would also heartily endorse the need for practice within the regular classroom programs.

The second area of concern is the area that seems to be prevalent in the act which centers on guidelines and the same kinds of programs as title I of the Elementary and Secondary Education Act. Essentially those restrictions required a pull-out program in public schools where, in essence, children were pulled from their regular environment, and put into a new environment with a new teacher and learning new materials.

Rather than pull-outs programs, I would suggest that what we need in this act is intense programs in the regular classroom environment, using the same program material with the same instruction time—but not pull-outs.

I see some distinct conflict between the requirements of title I ESEA and what is the intent of the specifications of the Youth Act. For example, the Youth Act precludes stereotyping of students. Title I ESEA identifies and labels students, stereotyping them.

The Youth Act talks about basic skills instruction. The pull-outs programs actually require children to lose ground to basic skills instruction because they lose the time from the regular classroom to go to other kinds of instruction.

The act requires us to do a better job with basic skills. We cannot do that if we continue to require pull out programs which take the child from the basic skills instruction and put him in another area with a new teacher, a new program, and new materials.

Third, the title I pull-out program essentially requires different school systems within a system. You have the title I, and then you have the regular school program. I would suggest that we need to eliminate that in this program in order to do a more concentrated effort in the program.

The formula proposed for the distribution of funds talks about the Orshansky program of title I ESEA. Later in the specifications it also talks to the notion of those on free lunch and the AFDC. What I would simply suggest is, we need clarification. As I understand the specifications and read them, I would not know at this point which is to be included in terms of counting the youngsters.

Second, as a part of that, it talks about ranking of schools as qualifications. I would simply suggest that the ranking of the schools on a poverty basis—those above the line qualify, and those below the line don't qualify. It will do two things. One, it will stereotype the schools that qualify. Second, it will exclude a number of students in those schools that do not qualify who meet all the education and employment needs of the program, who will be remissed from the program simply because the funds will not be there.

I would simply suggest that while the formula may be beneficial to use in terms of allocating funds, students should qualify for the program on the basis of needs rather than by a single school arrangement.

Fourth, vocational education programs—one cannot argue the validity of vocational education programs over the years. They have done an excellent job of providing saleable skills for many, many people. We heard the report here today of a number of young people who are employed because of vocational training.

I would simply suggest to you that in the zeal of the vocational education programs the emphasis has been placed upon the job training skill in lieu of, and has superseded the basic skills program of reading, writing, and arithmetic. As a result what we have are many youngsters who have been employed, and who are employed, but unfortunately the employment is a tenuous basis and does not appear to be the type toward maintaining the employment structure which I think is the intent of this bill.

I would simply suggest that the Congress and committee decide to commit a certain portion of funds to vocational education that there be a serious review of the vocational requirements with regard to participation in the vocational education programs, how young children get there, and the requirement for the basic literacy before they participate in the job training program.

The decision with regard to the various funds, as one looks at the bill, one sees a combination of funds earmarked for various programs. I would simply encourage the committee to allow those programs to go directly to the source, to allow the decision to be made at the source with respect to goals, objectives of the program, and how they can best be met.

Earmarking categorical programs, in my judgment, has simply not met the need, and would simply not meet the needs and intent of this legislation.

Fifth, there are a number of young people who leave our schools to obtain employment on their own. They simply have the ability, talent, knowledge, contacts in order to get jobs. There are going to be, hopefully, a number of young people who will be able to obtain employment as a result of this basic skills commitment and training program of the Youth Act.

I would simply suggest that basic skills over the years change. A basic skill that we presently don't talk about that is going to be with us in the near future is the metric system. Those young people leaving our system now, going to a job where business and industry are going to be converting to the metric system, are going to be needing reviewed and revised basic skills training.

I would encourage the committee to consider an appropriation of part of this money at least to be allowed to school systems that want to start participating in the upgrading of basic skills of those people who are presently employed but who are going to be unemployed unless their basic literacy skills are improved upon.

Last, and sixth, as I read the specifications, I note that there are different arrangement for qualification of young people in the private school sector as compared to the public school sector. Lo and behold, for the private school personnel, for certain schools, the specifications propose to eliminate the restriction of comparability and supplanting rules.

I would encourage you to do that, but to allow the public school youngster to qualify without the same restrictions, and to allow the public school systems to operate all of these programs as well as title I ESEA programs without restrictions of comparability, supplanting, and supplementing.

Let me conclude by simply encouraging the committee in its effort toward the renewed commitment of basic skills. I endorse it wholeheartedly. I would like to finally say that schools systems in this country are in a great position to assist the committee and the country in this intent. I would simply encourage us to remove the barriers which we have all worked under in the past in an effort to try to do that.

Thank you very much.

[The prepared statement of Henry R. Marockie and the American Association of School Administrators follow:]

PREPARED STATEMENT OF HENRY R. MAROCKIE, SUPERINTENDENT, OHIO COUNTY SCHOOLS, WHEELING, W. VA.

Chairman Perkins, Members of the Subcommittee, it is indeed a privilege to have the opportunity to appear before you with regard to contents of the proposed Youth Act of 1980. Assuming that those who have appeared prior to me have documented well the need for a new initiative in the field of youth employment, I would like to utilize my time allotment with specific reactions to the specifications of February 19, 1980.

May I, at the outset, heartily commend Predident Carter for his efforts in seeing that the proposed Youth Act of 1980 has been developed, Members of the Congress, for your demonstrated commitment toward alleviating the growing problem of youth unemployment, and those distinguished colleagues who served on the Vice President's task force for youth employment.

A review of activities of the past with regard to youth training programs have seen schools matriculate through such movements as Neighborhood Youth Corps, Job Corps, Summer Youth Employment Program, and the Youth Employment Training Program (YETP), with seemingly little effect upon youth employment of any long term duration.

THE COUNTRY IS IN NEED OF A NEW INITIATIVE IN YOUTH TRAINING PROGRAMS.

Thus, on the basis of these past experiences and on the basis that we now have the opportunity for changes which can place renewed emphasis upon programs which will provide training for youth on a long term basis, the following is provided for your consideration.

1. The basic skills component contained in specifications for the Youth Act of 1980 is a welcomed approach in order to provide an integrated training program. It should, however, become a part of the regular school program and not a separate system, and should contain extended provisions for

students to practice in the basic skill areas.

Example: Competency program based on thesis that in order to become proficient in basic skills, one must spend more, not less, time in the area of deficiency.

2. Information contained in the specifications and similar to Title I, ESEA which resulted in pull out programs and restricted use of funds should be revised in order to provide youth with skills which will enable long term employment.

   Effect of pull out program regulations:

   a. Special identification labels students.
   b. Students actually lose ground to basic skill development due to restrictions of supplanting.
   c. Dual systems of instruction are often developed using different sets of materials.

   Rather than pull out programs more direct assistance, within the regular classroom, working with the same material is needed.

3. The proposed formula for distribution of funds which relies strictly upon poverty guidelines, similar to those used in Title I ESEA, will exclude many students in need of skill development and training.

The thrust of providing a concentrated effort toward the training of youth who reside in severe areas of poverty is commendable but certain provisions should allow for students to qualify for assistance based upon educational and employment needs rather than strictly poverty.

4. Vocational education programs have provided training in salable skills. However, in the zeal of providing youth with entry skills, emphasis upon training in job skills has superseded the basic skill elements of reading, writing and arithmetic. The present structure of Vocational education is in need of revision if proposed designated funds are to be used in an effective manner rather than providing more of the same.

   The decision as to how various funds can best be utilized in reaching established goals and objectives should rest with the local education agency rather than be earmarked for certain areas. The local education agency should be held accountable and if determined not to be effective should be removed from further participation in the program.

5. A large number of youth are able to obtain employment without the need for specific training programs. For these youth and those who will benefit from provisions of the Youth Act of 1980 resulting in employment the need to continue upgrading basic skills is important to the success of maintaining employment on a long term basis. Thus, provisions should be made for financial support which can be

used to further upgrade the skills of such youth.

6. The specifications provide for different procedures in determining eligibility of students in private schools. More specifically certain provisions except those private schools participating in direct grants, from comparability and supplanting rules. While one can't deny the value of private schools as an alternative form of education, eligibility of students should be based upon the same requirements as public schools or conversely allow public school students to qualify on the same basis as those in the private sector.

In summary, the intent of the Youth Act of 1980 seems clear: to provide instruction in the basic skills and to integrate them with work experience in order to allow youth to obtain and maintain employment on a permanent basis.

School systems in this country are prepared to assist the Congress in this endeavor but in order to effectively carry out the task schools must be free from that which has not proven very effective in the past.

Mr. Chairman: My sincere thanks for the opportunity to share these brief thoughts with you and should there be any questions, I will be happy to respond.

PREPARED STATEMENT OF AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS

Mr. Chairman and members of the Subcommittee, this statement is submitted on behalf of the 20,000 school administrators across the country represented by the American Association of School Administrators (AASA). Among our membership are superintendents and other school administrators of large and small school districts, as well as regional educational service agencies. We appreciate the opportunity to present our views on the President's proposed youth employment legislation.

It is a tragedy that such large numbers of youth are unemployed -- and especially that only 41% of young blacks have been able to find jobs. We have long been concerned that these young people be given the opporutnity to develop the skills necessary for them to successfully enter the job market.

This Association shares with your subcommittee a deep concern for career development for these youngsters. We agree that the community, labor, management and other interested groups must be involved in building broad based support for such activities. Because of our interest, AASA conducted two years of career education training sessions throughout the country.

AASA commends this subcommittee for considering legislation on a subject which has for so long been of concern to you.

We also commend the Administration for proposing a youth employment initiative in which the public school system would have major responsibility for developing programs aimed at reducing unemployment by promoting basic education and employability sk[illegible] We believe public schools are an appropriate vehicle to deliver [illegible] services. The purposes set forth in the President's proposal represent the goals we and other educational organizations have been discussing with Administration staff for the past six months. This Association feels that new legislation is necessary to accomplish these goals. There must be a clearly defined effort aimed at the young people in junior and senior high school -- an effort that will provide the necessary resources and include incentives that will meet the particular needs of the youth that really need help. For they are a special group of people with very special needs. We are convinced that this effort does need new innovative legislation. We urge that such legislation be formulated by your committee. Adding funds to previous Title I or vocational education programs will not produce the results envisioned by those concerned with the plight of these young people. It needs a new initiative.

We wish to endorse the Administration's goals and to express our support for a number of features in the legislative specifications for the Youth Act of 1980. Comments also follow on specific items which are unclear or which we believe will not serve the purpose of the legislation. We would appreciate your consideration of these comments at such time as legislation is formulated by the subcommittee.

References are to the Administration's February 19, 1980 specifications, Title II - Youth Education and Training.

Use of ESEA Title I formula has proven to be a satisfactory method for distribution of funds and that mechanism should be utilized. However, we question whether the set-asides of 1% for use by territories and BIA schools is appropriate. It is not clear if that 1% would be duplicative of Title I funds. Question is also raised as to adequacy in states such as New Mexico and Alaska with heavy concentration of BIA schools. (pg. 4, B-2)

Vocational education is an important component of this proposal. AASA supports the concept of a portion of the program funds flowing to vocational education to serve both in-school and out-of-school youth. However, we suggest that the level of funding be left to local discretion, and that all funds flow through the elementary-secondary system in the interest of consistency. (pg. 5, Part I b). Because of the variation in the needs of LEA's we believe that prescribing a specific percentage of funds for the vocational education system would bring about inequitable allocations.

School administrators feel strongly that funds for this program should be administered in the same manner as are Title I funds to avoid additional administrative costs that would be entailed if administered by the state agency for vocational education (pg. 8, B-I-(a)). With respect to criteria for identifying LEA's with eligible schools (B-I (c) and (d)) it is recommended that wherever possible already established advisory councils or groups be utilized rather than establishing duplicative organizations.

Again, with respect to State Administration of Vocational Education (pg. 9, C), AASA is opposed to the proposed procedure. The Association strongly urges that local control be exercised. In order for this program to work effectively, we feel it is essential that the local school district be able to develop programs which are appropriate in that particular district. Both local agencies and local vocational educators should be involved in the planning and implementation of these programs. We are opposed to setting aside a percentage of the funds for use by state vocational education agencies for administrative purposes as suggested on page 10 (C,4.).

Regarding Technical Assistance and Coordination, (pg. 10, D.), AASA recommends that states be encouraged to utilize existing cooperative groups wherever possible.

With respect to the Monitoring and Enforcement section (pg. 10, E.) it is felt that Title I model advisory groups would be preferable to the monitoring procedures proposed. It is not clear to us if a new set of objectives would now be required. We suggest that the language be clarified to indicate that school districts might use previous objectives if they have been clearly set forth. In addition, we would suggest clarification regarding "ensuring the effectiveness of the local school problem." It is assumed that the language does not imply failure solely on the basis of absentee or drop-out rates since those rates may reflect other factors. (page 12, E.3.)

Some of the reporting requirements appear to be excessive. We suggest that such reports as are required in E.4. on page 12 might be duplicative of Title I reporting requirements. We urge that funds proposed to assist young people not be diverted toward the administrative costs of completing additional forms.

In connection with the Responsibilities of the Local Educational Agency (LEA) starting on page 12, we would recommend that the legislation include provision for implementation in small schools as well as urban areas. It is also recommended that reference to grade levels be changed to 6-12 in order that middle schools would also be eligible (IV. B.1.) We would support the rank-order of schools proposed in IV.B.2, with the provision that in areas where students are being bused for desegregation purposes, the funds should follow the students, and that the legislation clearly state criteria for ranking.

AASA supports the $25,000 minimum grant proposal in 3(a) on page 13. However, we question the concept set forth in 4, 5 and 6 on page 13 setting forth specific percentages of schools that might receive second year funding. The program would be more equitable if LEA's were given flexibility in making these decisions. This also applies to the criteria set forth on page 14 (4).

AASA takes strong exception to the school site councils mandated by this proposal and the authority that would be vested in them. We are in agreement that all segments of the community should be involved in a program of this nature if it is to truly link the education, training and private industry components. However, we believe that any such bodies should be strictly advisory and that where similar advisory groups are already operating, they should be utilized.

It is suggested that this legislation contain a definition of LEA which is consistent with the language in the Elementary and Secondary Education Act Amendments of 1978. We believe this would result in the most equitable treatment for school districts of all sizes. In that respect, in states that have well defined service agencies (BOCES, intermediate districts and counties), they should be permitted to collaborate without submitting their applications to the state agency (pg. 18 V. A.).

AASA is generally supportive of the school role as set forth in VI, starting on page 19, and commends the Administration's encouragement of imaginative approaches to enhancing motivation of students to learn basic skills and to stay in school. We agree that job counseling is an essential ingredient within the framework of coordinating the education and employment aspects of the program. However, as stated previously, we believe that much of the specificity in language and the requirement of sign-offs by the prime sponsor and school site council should not be mandated by legislation. In addition, some of the requirements included in D(2)(b) on page 21 might be precluded by negotiations.

The language in VIII.B, General Provisions, starting on page 23, appears to be consistent with our earlier comments. However, we would recommend that the legislative language regarding VIII.C.3 on page 25 be amended to provide that decisions be made at the local level.

Our final specific comment relates to VII, Private Schools, starting on page 26. AASA believes that nonpublic schools are an important part of the American educational system and that they should participate equitably in this program. We would like to emphasize that requirements for participation should be the same as those imposed on public schools.

In summary, AASA believes that there is a genuine need for legislation which will address the problem of youth unemployment, that will target funds and services on schools with high concentrations of disadvantaged young people and will promote effective linkages between education and the work place. We believe this can be accomplished with legislation of the kind proposed by the Administration. Our criticisms of specific language are offered constructively and from the standpoint of school administrators with long experience at the local level. We offer them for consideration by this subcommittee and stand ready to elaborate and work with you to expedite legislation to accomplish the goals set forth in this proposal. Thank you for the opportunity to present this statement.

Chairman PERKINS. Thank you very much, all of you, for some excellent testimony.

Dr. Paslov, we receive so many complaints about so much paperwork in the Federal programs. I notice that you are recommending that we require an individual plan for each student in the program. Do you see any way to do that without requiring too much paperwork, which is what everybody is complaining about now? I am just wondering how you could do that?

Dr. PASLOV. Mr. Chairman, it is obviously a problem. There is need to maintain good records and effective records for youngsters as they progress through these programs. I am personally convinced that there are ways of minimizing the paperwork through the use of computers, through certain kinds of programing that would allow teachers and counselors who are entering the student data to do it in a way that would not be burdensome for the administration and not be burdensome for the individual teacher.

Clearly it would have to be attended to. We would have to work very hard to see that it was not a burden.

Chairman PERKINS. Mr. Motter, we hear many complaints about how vocational educators and the CETA prime sponsors are not always working together as much as we would hope. Is your local prime sponsor presently using your vocational education facilities, and are those facilities being used day and night?

Mr. MOTTER. The answer to your first question is yes. Our prime sponsor is supporting CETA clients in practical nursing programs. We have had a number of training programs in the skilled trade area.

The answer to your second question is no. Our facilities are not being used at night. I met with the Deputy Commissioner of Basic Education as recently as 2 weeks ago in the Commonwealth, and one of the primary topics of our conversation was, yes, in fact, our school is being considered to be developed as a skilled training center with a third or fourth shift after the regular day school program to eliminate the duplication of further facilities.

Chairman PERKINS. Thank you very much.

Mr. Marockie, could I ask a question concerning an issue raised in the school administrators' paper on page 2. That statement says that this new law is needed, that amending title I of the Elementary and Secondary Education Act would not be sufficient.

Could you please expand on that point; why is a new law needed?

Mr. MAROCKIE. I will be happy to handle that, Mr. Chairman. The concerns of the administrators in the country are that if we simply amend the Vocational Education Act, or amend title I, we still are going to be under the same restrictions of title I, under the same restrictions of vocationl education. We still will find ourselves in a position where the thrust of the vocational education departments will be training superseding basic skills.

We still will find ourselves in title I with the restrictions of money, how we can use the money, no supplanting of client programs, requiring us to take the youngster from the program, put him in a program where in actuality he loses ground.

We are suggesting a new law dealing with the intent and thesis of the Youth Act for basic skills instruction related to job training for maintaining employment, and obtaining the jobs and maintaining employment on a long-term basis. We think that this needs a new thrust, a new initiative in order to achieve that.

Chairman PERKINS. Mr. Hawkins?

Mr. HAWKINS. Thank you, Mr. Chairman.

Mr. Babcock, on page 3 of your statement you say that the enacted legislation should avoid fragmentation of the program by amending many existing laws or creating many new laws. It was a little confusing to me whether or not you are opposed to amending existing laws, or creating any new ones, or whether or not you are suggesting that.

Mr. BABCOCK. Congressman, what we are suggesting is that the enacting legislation should concentrate on one education statute and one employment statute. On the employment/training side, we would recommend title IV. But we recommend avoid some of the problems we have had under title IV with the severe fragmentation under that title.

I think it speaks to the consolidated approach and emphasis on employment/training and education, for clear direction from the Congress of the United States to the program operators that there should be a linkage between the employment and training community and, two, there should be flexibility for the local mechanisms to achieve that linkage with performance standards.

I am frankly concerned that without that clear message, we will not see throughout the country effective planning and effective administration. We continue to see business as usual.

Mr. HAWKINS. I remember in 1977 when we discussed what later became the Youth Employment and Demonstration Projects Act, it was the intent to do that. The act, I think, clearly gives that message. I am a little surprised that now in 1980 we don't seem to have that message, and we are being asked to give it again. I suppose in 1985, we will again be asked to do it.

I am wondering, inasmuch as in 1977, when the act was passed, we set up what we referred to as demonstration programs, and no one objected to that, but now at the end of the demonstration period are we in a position now to say that those demonstration programs have failed, or that they should be more defined, or if we should build on what we already have, possibly giving some choice, obviously, to eliminate and change some of those that have not proved successful.

Are we in that position? Just where are we, other than simply suggesting that something has gone wrong, and we have to have something new?

Mr. **Babcock**. I do not imply, nor do I think that our statement implies that the 1977 statute was not a good piece of legislation. It was. In Michigan, we can point to some very positive aspects of that statute and the implementation.

I think we are at the point of learning from the experience of 4 years, and capitalizing on the positive aspects of that experience. It has been positive, but I do think that we have missed the central point of a concentrated, coordinated approach to the education and employment/training communities, and I will probably continue to harp on that.

All too often, in each set of programs, people have been so tied up in meeting the specifications of CETA, or the specifications of the education statute, that we have not forced the collaboration at the local level.

One demonstration project in Michigan that Dr. Paslov and I have been working on, and are implementing, does nothing more than to establish what some people call work-education councils to bring in all the prime actors.

I speak not only as the State labor director, but as a prime sponsor, and as you know the State of Michigan is the largest prime sponsor. This is clearly building upon a base, and it is not creating a new foundation. The foundation in the 1977 statute on the employment of youth is very sound. We have learned, though, that it can be strengthened.

Mr. **Hawkins**. I commend you on the cooperation and collaboration, but I still remind you that this is done under current law, and that it was encouraged under current law. There is no restriction on collaboration and cooperation. As a matter of fact, one of the things we did in title IV of CETA was to provide a set-aside so that moneys would be made available for that collaboration.

It seems to me that you have demonstrated in Michigan, and demonstrations have gone on elsewhere, the value of this type of coordination. It seems to me that it is primarily a matter of local leadership, where individuals at the local level wish to overlook or to set aside jurisdictional turf, and they do so, and in some instances they don't.

I don't see how any legislation is going to compel them to do what they don't want to do, regardless of what we may legislate, because I doubt seriously if such a mandate is going to be made at this level strong enough to compel people who don't want to get together, apparently, to get together. I don't see anything in the new specifications that is going to do that.

May I ask this rather pointed question because some of us on this committee are very much at sea also. Have you seen a specific proposal? Are we talking about a specific legislative proposal, or are we talking about specifications?

Mr. **Babcock**. One of the difficulties in preparing for this meeting Dr. Paslov and I had, and the other members here, is that we were talking about specifications. It is difficult to respond until we see the precise legislative proposal.

I would like to, if I may, refer to the point of why it is not occurring at the local level. I think that coordination is occurring in some spots of the country, and it is in Michigan. I think there is a matter of incentive to get people who are busy administering their individual programs to start working together. We are using the 1 percent grant to do that.

There is also the matter of forward funding of CETA which becomes a problem. The problem of uncertainty of future appropriation levels has a very direct impact on the pioneering programs like the youth employment programs that are complex, that need good planning and good supervision. In fact, the GAO audit of a year ago found problems with the administration and the absence of advanced training.

There is also the problem of the State's role. In our testimony we refer to that. We feel quite strongly in Michigan that there is a State role in encouraging, and in some cases using constructive cohesion for local program coordination.

We feel that the Governor of the State in his role as the head of the Employment/Training Council Services should have the authority to insure the coordination takes place, and to provide technical assistance if it is not taking place. We also feel that the statute should require signoffs between the local prime sponsors and local education authorities, and to require that it take place at that point.

I think those are the mechanics of how we have tried to move forward to joint planning. I suspect, Congressman, you are right that in some areas of the country this never occurs. But I think that we can put significant pressure on them to assure that it does.

I find that most people in Michigan involved in this field recognize the value of joint planning and joint administration. It is a matter of somebody providing leadership at the State level and the Federal level to insure that it occurs.

Mr. **Hawkins**. I certainly want to see all that. When we are talking about youth employment we are talking about building a program that is going to provide roughly some 340,000 jobs in 1982.

If you are facing layoffs in the automobile industry, and adult unemployment, and also apparently this week we are going to be facing more budget cuts, is any initiative that we speak of going to reach the situation—It is, in my opinion, rather insane to talk about providing jobs for youth. That, of course, does not get us away from trying.

How do you feel about this situation, is the question. This proposal is in no way related to the realities as we are facing them in 1982.

Mr. **Babcock**. Congressman, we can answer that on several points.

First, on the budgetary aspect, the increased appropriation and increased authorization under the youth initiative as we understand it will be very welcomed. I also recognize the difficulties the Congress will face on the budget issue.

In Michigan, we have appropriated over the last 3 years over $30 million in State funds, not Federal funds, to provide youth employment programs. I don't think that many other States have done that, $30 million at the State level is a considerable source of funds. We face the same problems on the constraints of the budget.

I think youth employment programs should be viewed in several areas. They should be viewed work experience, which is extremely important for young people without that experience. They should be viewed in on-the-job training and longer range training programs.

It is true that in Michigan we have an insured unemployment rate that is nearly three times the national insured unemployment rate. It is the largest we have ever faced in that State. But this is also the time, I would think, to start preparing young people for apprenticeship programs who will be graduating at the time that the economy hopefully will come back, for new types of careers.

We have just advanced a proposal in three areas of the State to train young people in the area of energy education, winterization, and energy utility audits. It is a whole new field that we were not even thinking about 3 years ago. That program, by the way, was developed at the State level and negotiated at the local level between the Department of Social Services, the Department of Labor, the Department of Education, and the Department of Energy, trying to bring all the forces in that dealt with the problem.

I think that one of the challenges in youth employment is the development of new careers. In a State like Michigan that is suffering job losses, as you know we are, we have to be very active in economic development and in new job development.

There is no easy answer, but I do not think that our vision on where we are moving can be constrained, in my judgment, by today's economy. It is one of the reasons that we felt that the passage of the Humphrey-Hawkins legislation at the national level was so instrumental as well as Public Act 619 in Michigan, which is our counterpart to the Full Employment and Planning Act, because it starts to discipline the political, administrative and legislative process to job development as we make public decisions. I think that this is the direction that we have to move in, at least in the State of Michigan.

Mr. HAWKINS. I want to commend you on your planning which I think is much better than the quality that I have seen in other places.

Mr. Motter, in your statement on page 4, the first paragraph at the top, "It is late when a student gets into senior high school, and cannot perform the necessary basic skills to survive." In what way does the initiative proposal, as indicated by specifications, change in any way the methods to impart the basic skills to survive to young people before they get into high school?

Mr. MOTTER. The specifications do address the 7th through 12th grade. We feel that at the seventh grade, if the student has a more intensive basic skills training—when I say, basic skills, also I read into the act job attitude development toward work ethics. I am hoping that we can incorporate even some of the redirection of attitude toward employment.

We are dealing in urban communities with poverty stricken students, many of whom are three generations deep in welfare. The work ethics is not the most popular subject to talk about with students. There has to be this type of input.

I was also addressing the concept of vocational education cooperation in structuring of advice for basic education coming from industry, coming from prime sponsors, coming from private industry councils, coming from vocational education, and hopefully directed toward career development, career awareness, career orientation, so that when that student reaches the 10th grade, he or she is prepared to make an intelligent selection, subject to change, of course, but a more intelligent selection as to the career that he or she would like to follow, and the idea of being gainfully employed is more pallatable.

Mr. HAWKINS. Isn't that made possible under some of the existing laws today. What prevents that from being done now? What prevents these groups from getting together, as you indicate they are doing?

I think you suggested that basic education needs to be added. You said: "By adding basic education, our existing advisory committees would fulfill the desired representation." This is a statement with which I heartily concur, but what is there to prevent these individuals from getting together now?

Mr. MOTTER. There is nothing to prevent it. But I am saying that the specifications, the concept will stimulate further involvement for those schools that become involved.

Mr. HAWKINS. Are you simply suggesting that another $2 billion is going to do something that $100 billion has not been able to do. Is that the stimulus that you refer to? I am not suggesting that that is the answer. But I am wondering whether or not that has something to do with it.

Mr. MOTTER. In my experience in vocational education, this is the first time that I have seen basic education addressed and mandated to participate in an advisory capacity, or being advised by vocational education. The cross-point, I should say, of the two for the basic education to participate will be mandated, and similarly for vocational education.

If I may add, that has been at a minimum, that type of coordination.

Mr. HAWKINS. Let's shift a little bit into some of the areas outside of the school system, or at least an alternative.

Mr. Dietz, you indicated the type of people that you thought were particularly suited to alternative education in school environment. Then you describe those students in the statement, beginning on page 1 of the statement, students who are disenchanted, disenfranchised, disaffected, et cetera.

What do you think will bring these students back into the school system? Do you think that this initiative as proposed and as indicated by the specifications will do that job?

Mr. DIETZ. Yes, sir, I do.

Mr. **Hawkins**. What is the reason for that answer in terms of what is it in the initiative that is going to bring all of these disenfranchised, disenchanted, disaffected, disaffiliated, disturbed, and disruptive students back into the schools?

Mr. **Dietz**. I don't know whether it will bring all of them. I don't know if it will bring back all of the disenfranchised students into the school, nor will it succeed in 100 percent of the cases. But in terms of making those young people productive citizens, what I do believe is that the impetus of the President's Youth Employment Act is targeted to the types of activities that these young people need to address, being able to read the newspaper; being able to do computational math, and even keep a checkbook; employability skills and vocational skills.

With this particular group, sir, I think the emphasis has to be on teaching employability. From my own personal experience, I recall the time when we had a young person who was a 10th grader, and we were going to take him to a muffler shop to learn as an apprentice how to put on new mufflers, take them off, and do that sort of thing.

He came to our place, in terms of the interview with an eight-inch Bowie knife at his side. We got to the interview, sir, and the first thing he asked the potential employer was, "Would he like to buy an ounce of grass."

I don't know why we are not getting it in the elementary grades, and through high school. What I am saying is, for this particular group of young people, emphasis in national legislation on both employability and the basic skills sure cannot hurt the situation. I believe that it will help it a great deal.

Mr. **Hawkins**. Instead of dealing in terms of individual cases, how many young people do you think fall into that category?

Mr. **Dietz**. I would say a small percentage, about 10 percent of the school district's population would fall into that category. These kids also fall into the existing category of special education under Public Law 94-142. However, a lot have never been identified. The thing that these young people have is behavioral problems. Somehow their behavior has caused them to be pushed out of the regular school system. It has caused them to be suspended and expelled more often than the normal young person.

Mr. **Hawkins**. We have identified well over 3 million young persons who today are without employment, and this is a very conservative estimate. I am sure you would agree that the case that you mentioned, that young man is deeply involved in something, and this person would not necessarily reflect a great number of these 3 million young people who today do not have jobs.

In terms of the size of the problem, you are not suggesting that the reason 3 million young people don't have jobs today is because there is something wrong with the youth of the country, that they lack the basic requirements in order to hold a job. You must be talking about a certain percentage of them.

Let's eliminate that small percentage. Let's say that it is a fifth, or some other convenient percentage, or whatever other percentage you would like to use, that really need the assistance. This proposal is attempting to reach more than just the group to which you referred. Are we still talking about the high unemployment among the youth being due to their own deficiencies, and if so, how do we remove those deficiencies?

We have the tendency to blame the problem upon the youth, and to believe that there is a job waiting for them for which they can be trained, and that are going to step out and get that job. We talk about the lack of motivation, but it is not the lack of motivation in young people. They have a feeling that they are not going to be able to have a future and a career which they want to select. What are we going to do about these young people?

Mr. DIETZ. If by your question, sir, you are referring to the specific kind of population that I have in mind, this particular target population, in my testimony I suggested that your subcommittee look into the possibility of using alternative education programs, the kind that I mentioned throughout the testimony, as a possible vehicle to get at the behavioral kind of characteristics, the basic skills kind of characteristics of this particular target population.

I think, with the small size of a program like this, the personal relationship, the emphasis on individuality and the emphasis on getting the young people to succeed, these are the key words, I believe, with this particular population. These kids have failed from day one, and failure is built into their whole way of existence.

If, through an alternative education program or through some other means, you could reverse that attitude of failure, and somehow instill in them the notion that they can succeed, that they can be worthwhile citizens, and reinforce that all the way down the line, I believe you will go a long way in reducing this specific target population.

Mr. HAWKINS. Do you see them included in any of the specifications that you have?

Mr. DIETZ. Yes.

Mr. HAWKINS. Is the alternative school concept included in any of the specifications that you have seen?

Mr. DIETZ. It is included in the broad, general kind of fashion. I guess my testimony is trying to say to write it in somewhere, and make a local programmatic option that a school district or a prime sponsor under this category could, if they so desired based on their local community's needs, create an alternative program.

Mr. HAWKINS. Thank you.

Mr. Marockie, you suggested somewhere in one of the points that there was a certain amount of earmarking of categorical programs, I think, included in some of the material that you have seen, and I suppose that would be in the specifications.

Could you be a little more specific because I think others have testified that we were getting away from that earmarking. In the new proposal, one of the valuable points about it was that it tended to get away from that. Yet, you suggested that it did not. Would you be a little clearer?

Mr. MAROCKIE. Let me suggest that in the area of vocational education, I think it is 25 percent of the money goes directly into vocational education, carte blanche almost. The second part of it is that in the course of the discussion about how the moneys are going to be used in the systems, it talks about the Orshansky formula. Then it is in conflict with a later part of the specifications which deals with free lunch students, and AFDC participants. So there is obviously a conflict.

Nevertheless, the way the specifications talk about distributing money to school systems is on the basis of the poverty guidelines, which is earmarking the funds. It further goes on into the school districts per se, as I understand the specifications, and rank all the schools in the system on the basis of indexes of poverty. Those with the higher incidence would qualify and those below would not. Again, it double earmarks there, because there you can only use the money in those certain schools that qualify.

What I am suggesting is that there is going to be a certain number of students who are poor on the basis of income, who have educational needs and employment needs, in the nonqualifying schools, and who ought to be entitled to participate in this program, but who are going to be excluded because of the restrictiveness of the way in which the formula in the proposal would distribute the money.

I would simply suggest that the money that is going to go to vocational education is going to be run through the existing system of how vocational education funds are distributed to schools, and they are earmarked funds. They can only be used in certain ways in school systems.

My proposal is to eliminate that. Send the money just as you did in community education. Allow the funds to go directly to the participating agencies, and let them make the decision as to where the money needs to be spent based upon students who qualify for the program.

Mr. HAWKINS. I am not in any way in opposition to what you have stated. As a matter of fact, I think there is much to be accepted in terms of the way you phrase that. I am not clear myself on how the money is to be allocated.

Is it not my understanding, and I am addressing that to the Chair, that in addition to what has been suggested as a formula, it is assumed or planned that the schools in the local school district will compete by submitting a plan. Then the administrators at the local level will then select among the plans that are submitted the schools that will qualify. Therefore, the money is really sent to the school, and every student who goes to that school will presumably qualify for the program.

Chairman PERKINS. That is the way I understand it.

Mr. HAWKINS. It seems to me that as a further problem, on top of what you have suggested, is that a student within a school that has been selected may not qualify otherwise by income, but would through this system be able to qualify, so that we are increasing, in a sense, the target population. Is that your understanding?

Mr. MAROCKIE. Let me express what I see as an internal conflict within that procedure. Let's assume that we have a system out here of 20 schools. Based upon our indexes of evaluation, 10 of the schools qualify for allocation of funds. Now, let's look at what we have got to do.

I, as the superintendent of schools, have got to say to the 10, "You develop plans and you submit plans to me. Then, I am going to make a judgment as to which of you qualify based on your plan." This is an elimination of some of them who are, by indexes, eligible, not to say anything about the last 10 who are going to have a number of students in there who simply are not going to be able to participate because they don't get to submit a plan.

What I am suggesting, Mr. Hawkins, is let the school system have the money, require us to have plans, but let us build the plans based upon the students' educational needs and employment needs, and not worry about qualification on the basis of poverty, and that sort of thing. Let's do it on the basis of the needs of the student regardless of whether he is in the most wealthy district in the system.

If he has educational needs, income needs, and employment needs, let's work on that child, even if it means that you have to bus him out of there. Bus him to a center somewhere, but allow him to participate in the program of basic skills, or whatever we are going to work out in terms of plan.

That is my internal conflict, as I understand what I read in the specifications.

Mr. HAWKINS. That was my understanding, too. It causes an additional concern, because in some areas, particularly the Los Angeles school district, which is extremely large as you well know, we are busing students all over creation. In many instances, under this proposed system, we will be busing the very students who need the program the most away from the very schools that will be qualified, and busing in the children who need the program the least into the school that will be qualifying.

That will cause a great deal of confusion, it seems to me. It will support, of course, the contention of those who do not want to desegregate the schools. In any event, I think that it does present a problem. I think you have been very helpful.

Mr. MAROCKIE. It points out the concern of qualifying on the basis of schools rather than students. It points out the internal conflicts behind that.

Mr. HAWKINS. Thank you, Mr. Chairman.

Chairman PERKINS. Let me ask, Mr. Motter, do you feel the administration's bill provides sufficient lead-time for effective planning? That is the first part of my question.

What would be the impact of providing planning money through the title I concentration formula?

Mr. MOTTER. I don't feel there is sufficient lead-time. I feel there is more lead-time necessary.

Would you restate your second question?

Chairman PERKINS. What would be the impact of providing planning money through the title I concentration formula?

Mr. MOTTER. If we had planning money, I think we would have more effective programs.

Chairman PERKINS. Is your school receiving any concentration money now under title I?

Mr. MOTTER. No, not that I am aware of.

Chairman PERKINS. Would you care to comment on that, Mr. Marockie?

Mr. MAROCKIE. I think probably most districts in the country receive some of the concentration funds under title I. The problem with it, again, is that the title I formula restricts the places in which you can use the money. In essence, you have to do what we just talked about, making surveys. The inherent problem internally, once you get the money, the requirement is to spend most of the money on the most needy, and the most needy by title I definition now is pure and simple poverty. It has nothing to do with whether or not it is educational deprivation. It is pure and simply the lack of income.

It also restricts you in what you can do internally within the school with that child. You have the child in the classroom. The child falls behind in reading. Then you must pull him out of the classroom, and put him into another environment, with a new teacher and new materials, and what we keep doing to that child is confusing him.

It is because of the restrictions of this thing called supplanting, and this thing called comparability that we have got to do that. That is why in my earlier testimony I suggested to follow the pattern of the specifications with regard to private schools, and remove the restrictions of supplanting and comparability from everybody. Then, I think, we honestly can take title I money in conjunction with this Youth Act money, and make a concentrated effort on providing basic skills for children who need them educationally, and do much in terms of precluding the problem that we have where the youngsters are leaving high school without those basic skills.

Chairman **Perkins**. Let me thank the entire panel. You have been very helpful. We appreciate your being here.

The subcommittee will now adjourn until 9:30 a.m., tomorrow, in room 2175.

[Whereupon, at 11:10 a.m., the subcommittee adjourned, to reconvene at 9:30 a.m., Tuesday, March 4, 1980.]

HEARINGS ON THE PRESIDENT'S YOUTH EDUCATION AND EMPLOYMENT INITIATIVE

TUESDAY, MARCH 4, 1980

House of Representatives,
Subcommittee on Elementary, Secondary,
and Vocational Education,
Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:30 a.m., pursuant to recess, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Members present: Representatives Perkins, Miller, Murphy, Kildee, Hawkins, Kogovsek, Goodling, and Buchanan.

Staff present: John F. Jennings, counsel; Nancy Kober, staff assistant; Richard DiEugenio, minority legislative associate; and Jennifer Vance, minority senior legislative associate.

Chairman Perkins. The Subcommittee on Elementary, Secondary, and Vocational Education will continue hearings on the President's youth initiative programs. I am delighted to welcome this morning Dr. Wilson Riles, superintendent of the California State Department of Education, accompanied by Mr. Charles Cooke, Federal programs coordinator, California Department of Education; Mr. Calvin M. Frazier, commissioner, Colorado State Department of Education; Dr. Richard Halverson, deputy chancellor, New York City Public Schools; Mr. Gregory Wurzburg, executive director, National Council on Employment Policy; and Dr. Ralph Smith, acting director, National Commission for Employment Policy, accompanied by Dr. Patricia Brenner, staff associate, National Commission for Employment Policy.

Without objection, we will hear the entire panel before we question anyone. If you will come to the table at this time, it will be appreciated, and we will call on you in the order you are listed.

Dr. Riles, it is a great pleasure to welcome you back before this committee. You have been before the committee on numerous occasions, and we are glad to see you today. You proceed in any manner you prefer.

Without objection, all the prepared statements will be submitted for the record.

STATEMENT OF WILSON RILES, PH. D., SUPERINTENDENT, CALIFORNIA STATE DEPARTMENT OF EDUCATION, ACCOMPANIED BY CHARLES COOKE, FEDERAL PROGRAMS COORDINATOR, CALIFORNIA DEPARTMENT OF EDUCATION

Dr. RILES. Thank you very much, Mr. Chairman. I want to thank you for the opportunity to appear before you and discuss the administration's youth unemployment initiative.

First, I want to express my strong support of the concepts behind the proposal and, second, discuss with you some of the basic reasons why I believe these concepts are important to enact as soon as possible.

After reviewing title I of this proposed act, I am convinced that it is a positive step forward in dealing with manpower training issues and with providing for increased coordination between schools and manpower training organizations. Therefore, I have no substantive differences with title I of the administration's proposal.

I would like to spend the time you have made available to me, Mr. Chairman, commenting on specific concepts contained in title II, "Youth Education in Training," as proposed by the administration's specifications and bill.

As I read the administration's specifications, there are several key concepts which I support strongly. Among these key concepts are these:

A school site approach; a school and community shared partnership for the program; the targeted formula for the funds; and the comprehensive service approach—academic, general, and vocational education tied together with manpower training and job placement.

I believe my time with you could be most valuable if I briefly discuss my reasons for strong support of these key concepts.

Both the school site approach and the school community shared partnership for the program parallel, in many respects, the evolution that has occurred in education in California over the past decade.

As we entered the last decade, our thinking about educational programs was basically two dimensional. Most school support was either general—designed to underwrite the cost of the regular program for all students—or it was categorical—special added-on support designed to meet the unique needs of particular students or to improve particular aspects of the curriculum.

As the 1970's wore on, it became clearer that while both of these elements were and are critically important to the delivery of quality educational services in and of themselves, the two approaches did not and do not provide a sufficient basis for the necessary improvement of services in schools in general.

In 1972, therefore, I appointed a task force composed of educators, parents, and persons from business and labor, to develop a plan for improvement based on their experience and research that would assure our educational efforts would be more effective. We were able to secure State legislation and resources to begin an implementation of the plan which we have been phasing in since 1974.

Since at that time we felt the best place to begin was at the beginning, we called it the "Early Childhood Education Program," and concentrated on kindergarten through the third grade.

After 6 years of experience at the elementary level, I believe that we can tell the committee what is different about this approach, and what its contribution has been to the improvement of the delivery of public education services in our State. For the past 2 years we have started a phasein of the program at the high school level, and at the junior high school level.

We strongly believe that our school improvement strategy adds an aspect to our school support structure that is neither general nor categorical assistance.

It provides a basis at the school site for the planning, implementation, and evaluation of all programs offered at that school. Most important, it establishes a foundation for a closer relationship and bond between the school and the community.

It represents the catalyst that brings the educational programs generated by various sources of support together at the school site level in a cohesive and comprehensive way designed to meet the needs of all students at that school. Some of the unique aspects of school improvement are:

First, provision of a fiscal incentive which encourages and supports the school in conscientiously planning and programing so as to assure that every child gets the best possible education.

Second, it establishes a forum and a process at each school site for identifying educational issues that need to be addressed and for broadening school/community involvement, and makes possible a more practical and direct process for evaluating the results of their efforts.

Third, school improvement expansion is based upon a demonstration of increased academic achievement of the students at the school and thus school improvement is established on the basis of an incentive for success.

The heart of the school improvement process is the school site council.

The secret of its success is based, in one part, on the fact that no one group within the school or community can control the operation of the school because each group within the council selects its own participants and no group is allowed veto power over another.

A second part is that school site councils have the authority to approve or disapprove the expenditure of program funds at the school site. This gives them a power that is significantly enhanced over the usual advisory committee arrangements.

Our evidence suggests that there is a positive showing of elementary school pupils with regard to their performance on achievement tests in those schools which have participated in school improvement. It is too early yet—we have only been working for 2 years at the secondary level—for me to give you any accurate figures with regard to the secondary schools.

We can also report that there have been significant degrees of community involvement in school improvement schools. For instance, in a typical month, over 134,000 volunteers, most of them parents, are contributing almost 1.2 million hours to the education of their children by participating directly in the school operations in school improvement schools. This figure, by the way, excludes time spent in parent advisory councils. Further, again in a typical month, over 90,000 older students are working with younger children to enhance their education through cross-age tutoring.

About half of the schools in our State are either planning or implementing school improvement. A substantial portion of these schools—over 1,000—are expanding improvement efforts to grades 4 through 6. Additionally, about 200 junior high and high schools are developing or implementing school improvement plans.

It is my understanding, Mr. Chairman, there are those who have testified before this committee, or who may have been scheduled to testify, who disagree with the school site council concept as proposed by the administration. I must say to you, Mr. Chairman, that the evidence we have leads me to wholehearted support of this aspect of the proposal.

I consider the school site council as one of the strong features of the administration's proposal. I would recommend that the powers provided to the school site council in the administration's proposal be expanded. In particular, I would strongly recommend that the school sites' capacity to influence and help direct expenditure of program dollars to the school site be made explicit in the legislation.

At the same time, I would hope that there would be some flexibility for local schools and States, if they already have an arrangement that meets the concepts, to not require them to come up with a new committee. I would hate to see an overproliferation of committees or councils.

I consider the targeting formulas contained in the administration's proposal are correct in the emphasis they put on:

Assisting the junior and high school disadvantaged youth; and

Concentrating the funds upon those schools where the problems are—the urban and rural schools that are highly impacted with larger numbers of children from poor families.

There are certain trends we have noted with regard to academic achievement along the educational ladder. For example, scores in elementary grades have risen consistently, while at the secondary level they have declined. California assessment program scores show us, for instance, that grades 2 and 3 scores have increased steadily from 1967 to 1977. Scores of grade 6 declined slightly during 1970-74, but have risen since then. Our students at those levels score above the national average. By contrast, reading scores of grade 12 have consistently declined from 1970 to 1977. In our State the only happy thing—if we can put it that way—for the last 2 years is that they have not declined further. A similar trend can also be seen in mathematics.

Let me point out that the trends in California achievement test scores over the past several years reveal a pattern similar to national trends. While I recognize that the situation is very complex, and it is not easy to assess the specific reasons for success or lack thereof, it is nonetheless striking that we had improvement at the elementary level where the majority of compensatory education and other services have been concentrated over the past decade, while we have had a constant decline at the secondary level where, by and large, there have not been such services.

This fact, together with the trends at the secondary level with regard to conflict and violence, dropout rates and rates of unemployment among teenage youth, lead me to the conclusion that special attention and additional funds must be provided to secondary schools and programs developed to rectify the situation. That is why, Mr. Chairman, I strongly support the administration's focus.

It is my belief—and I am sure the committee has heard much evidence on this—that the unemployment rates among teenage youth in the poor areas of the country, urban and rural, are totally unacceptable. If we are to turn around the economic conditions with which these youngsters must cope, we must have a concentrated approach on solving their problems.

I believe the administration's proposal does just that at the school and district level.

It is my understanding, Mr. Chairman, that some believe that the funds the administration has committed for implementation of this education initiative should be designated for manpower training and services delivered through that structure, rather than through education.

It is also my understanding that there are others who believe that modification of current title I provisions and/or vocational education provisions should be sufficient to carry out the administration's intentions with regard to this legislative proposal. I should like to address myself briefly to those two issues.

I would be the first to admit that generally we in education have not in the past made a sufficient commitment in providing training for jobs. Manpower training efforts by nonschool groups have not achieved a record of perfection either.

I am not interested in assessing who is to blame for this. I am interested in helping to reach useful solutions to the problem. It is my contention, as I have stated in my discussion about our school improvement efforts, that unless we engage the entire community in the provision of educational services, we will fall far short of the effectiveness we all desire.

Consequently, I do not believe that relying entirely upon manpower training structures to provide the necessary basic skills education, job training preparation, and dropout prevention will be the answer to the problems that we confront. Such a solution would tend to isolate the schools even further from the crucial societal problems that we are confronted with at the secondary school level.

The schools have been at the center of our society for nearly two centuries. I believe any program that tends to isolate the schools from assisting in the provision of solutions to deal with the problems of school aged children is not the direction we should take.

I do not mean by this statement that manpower training and the structures which deliver it are failing to perform a vital function for society. I do believe, however, that both the school system and the manpower training system must be integrated to provide the solutions for job training and of placement if anything "real" is to happen.

Despite the increasingly stronger legislation from the Congress over the past decade insisting on the closer integration of education and labor approaches to this problem, the necessary cooperation and collaboration has not occurred.

This lack of cooperation and collaboration is not confined to the relations between education and labor, but has also been the case within the education world itself. Compensatory education programs, for example, and vocational education programs far too often have gone their own separate ways.

The fact is, attempts toward integration, whether between education and labor, or within education itself, have been approached by separate legislative proposals in each area. These separate approaches have not brought the desired results, and I for one do not believe that amendments to title I or perhaps amendments to vocational education or some combination of both will be sufficient to bring about the amalgamation I strongly believe is necessary.

As I have stated before, Mr. Chairman, I believe we need a new way of doing business. I think that the Federal Government can only signal a new way of doing business by passing legislation which is clear in its intent that school systems, manpower training systems, local governments, and communities must develop new forums and processes for attacking what has been over the past several decades a social problem without effective solutions.

Therefore, I would like to strongly support the administration's initiative on youth education and employment. I believe that it represents a significant breakthrough in the traditional approach to education. I believe it would provide us with mechanisms and processes to insure that we do not have divergent approaches to the problem of youth unemployment.

I would recommend to you and the committee that you retain the major concepts of the administration's proposal. I would recommend that you enact new legislation, not modify or amend current legislation. I would recommend that you continue the emphasis in the administration's proposal for a dual attack on the problem—one using the educational structure and the other using the manpower training structure.

Let me thank you, Mr. Chairman, for the opportunity to testify, and when it is appropriate I will be happy to answer any questions which you may have.

Chairman **PERKINS**. Thank you very much.

Inasmuch as Mr. Miller has to go to a conference committee, we are going to let him ask some questions, and then we will go on to the other witnesses before we get back to questions.

Go ahead, Mr. Miller.

Mr. **MILLER**. Thank you, Mr. Chairman.

Thank you, Dr. Riles, for your testimony this morning, and I welcome it.

As I read your testimony, and I will take the liberty of reading perhaps a little bit between the lines, it would seem to me that you are describing somewhat more of a two-part relationship between the education establishment, with a closer working relationship between compensatory education and vocational education, and the Labor Department, if you will, the CETA side, as opposed to some things that some of us have expressed concern about within the legislation—although I have yet to see a final draft.

That is, we are starting to contract out, if you will, the teaching of basic skills, the remedial teaching of basic skills away from the education establishment, and the bill seems to allow that, although

I don't know specifically if it will or not. But it does not seem that that is your intent. Your intent is, rather, to build the capacity, if it is not already there within the traditional education establishment. Is that somewhat correct?

Dr. Riles. You have stated, Mr. Miller, my feeling very well. In other words, I agree with the way you have interpreted what I have been trying to say.

Mr. Miller. You spent a considerable amount of time in your testimony, and we have talked about this before, expressing to this committee your positive experience with school site councils in terms of their involvement of representatives of the community, parents, and others, in helping to promote an educational program in that school.

We heard testimony last week from the school boards where they are not terribly excited about this proliferation, if you will, of school site councils. At least one member of the committee started referring to them as "nonelected minischool boards," and I am sure that is where the rub is.

Could you expand a little bit on what has happened in California with regard to the school site councils under the School Improvement Act?

Dr. Riles. I will be very pleased to, Mr. Miller.

I would just preface my remarks by saying that at the beginning we had concern by our local boards with the school site council. I might tell you that it was difficult to get it through the legislature. It was a very difficult task.

The school boards would say to us at the State level, and as we at the State say to you at the Federal level, don't you believe in local control?

You have to understand that local control means the person controlling from wherever that person sits. But in the school site council, I said to the local boards, "Yes, I believe in local control, more local control than you believe in, because I think the control should be at the school site."

The reason for this is that in my experience over 40 years, I have found that whatever we attempted to do at the Federal, State, and county level, if we do not get down to the school site where the actual teaching takes place, and generate support and cooperation at the school site, then we are not going to be very effective.

So we hit upon an idea which came out of research and experience, and experimentation, and out of my experience with title I, where our State was the first to recommend and use advisory councils at the State level. Then, we had advisory councils at the district level. Both are good. But not until we got the advisory council at the school site level did we see things begin to happen.

Having had that experience, by the time we got to a school improvement approach, I had discovered that advice was not enough. Advice you can take or leave. It has led to a lot of adversary relationships between parents and the schools. So, we said, "Let's have an equal number of parents, an equal number of school administrators, nurses, and so on, and an equal number of teachers. What you do at that school is no longer advise. You take a look at the needs of the children in your school. You go through that process. You together determine what you would like to do. You set up a way to evaluate whether or not it is successful. Then we will give you extra money that will not be ripped off at the State, county, or district level, but will be yours to meet those goals and plans that you develop. All we do is have the local board approve the plan."

It works because the people are involved. It is theirs. They have to have ownership. That is the success of it. I don't want to take all of your time. I would just say that it works. I have don't have any fear about that, you see, because parents care about their children, and they can interface at the school site, but they have great difficulty in interfacing at the State or in our larger cities at the district level.

Pardon me for taking so much time in answering that part of your question.

Mr. **Miller**. One last question. In programs in job development and cooperation at the local level that I have started taking a look at around the State of California—some are in my district, and some are in Los Angeles, and down the peninsula, and so on—one of the things that appears to make those programs work, in terms of the actual development of jobs in private industry, is that those industries make an in-kind contribution to those programs.

They are contributing teachers. They are contributing plant space. They are contributing time at the workplace for involvement of young people. In fact, they are training people to be absorbed into their particular industry. I am talking about the telephone company, Security Pacific Bank, Standard Oil of California, Northrup Aviation, where they have brought young people along and, with their own employees, have shown them in the world of work these sorts of employability skills that we talk about.

The strength of those programs has been that the industries have allocated personnel, space, and time to a particular school. I question, while we certainly have a public service side of this legislation, whether or not some kind of in-kind contribution ought not be required so that we know that a local community has a contribution by the employer in that community to say: "These are the skills we are going to need in the next decade."

We heard from people in the Northeast talk about losing industries because they were not training for the right jobs. But when they got together with the industry, they found out they could couple the needs of that industry for the next decade with the school education program.

I just wonder if you have given some thought to this as you monitor the programs that work?

Dr. **Riles**. Yes.

In the first place, I want to say that I agree with you wholeheartedly. That is what I was thinking about when I said that it must be a cooperative enterprise.

I could name another individual in your school district, who called when he was building a new newspaper plant, and said: "I want to set aside a place in this plant, so that we can work with the schools, bring students and teachers in, and have this interface." Frankly, I almost fell out of my chair because I don't get those kinds of calls every day. But it is going on.

I can tell you that Rockwell has a program in L.A. You have mentioned Security Pacific Bank. I visited those programs, and I asked the hard questions, like you ask me when I come before your committee, "Why are you doing this?" They really say, "We want to have corporate responsibility." I push that a little further and they say: "In addition to that, we have a self-interest. We want qualified people. One way to get the qualified people is to bring youngsters into the plants, let them see what the world of work is about. Also we have our employees going into the schools, and interfacing with the schools at the school level."

I want to say to you, as our society has become more and more complex and organized, our young people, whether they are disadvantaged or not, become isolated from the world of work. We cloister them in these citadels that we call high schools until they are 17 or 18, and then expect them to go out and understand how to function.

I thoroughly agree with your approach. I don't know whether you can mandate that incentive on employers, but I think it is there to be stimulated. I am afraid that if we don't stimulate this kind of cooperation, we are going to be less than successful.

Mr. **Miller**. Thank you.

I want to thank the committee for giving me this time. I am sorry that I do have to leave, but we are on the last day of a conference on the child welfare bill.

Thank you very much.

Chairman **Perkins**. Mr. Kogovsek, do you wish to introduce the gentleman from your own State of Colorado?

Mr. **Kogovsek**. I certainly do, Mr. Chairman. I thank you, as the chairman of the committee, for giving me the opportunity to welcome, on behalf of the committee, Mr. Cal Frazier from my home State of Colorado.

I would like to tell the committee, Mr. Chairman, that Cal Frazier is held in high esteem and respect not only by the State legislature and certainly the education committee of the State legislature of both houses, but by all of the people who are involved in education in the State of Colorado.

I want to make sure that the committee knows that Mr. Frazier, as he offers his testimony this morning, represents the State of Colorado and its educational system very well.

With that, Cal, it is good to see you, and we will look forward to listening to your testimony.

STATEMENT OF CALVIN M. FRAZIER, COMMISSIONER OF EDUCATION, STATE OF COLORADO

Mr. **Frazier**. Thank you very much. That was not a part of my testimony, but I appreciate that.

I have with me this morning a member of our Colorado State Board, and that is Mrs. Dorothy Gottlieb from the Denver district.

Rather than read my comments this morning, Mr. Perkins, I would like to really speak to primarily the first two pages, or three pages, in terms of dealing with some overriding issues.

I would support much of what my colleague, Superintendent Riles, has indicated, but I would like to deal with some additional issues.

First of all, I want to go on record as supporting the effort that was begun some 2 to 2½ years ago in the CETA programs, and the various youth employment efforts that were undertaken at that time.

In Colorado, perhaps in contrast with a lot of States, we have had a collaborative effort that has by and large been very productive. This has happened in Colorado for several reasons.

No. 1, we had a director of labor in our State that made sure that the department of education and many other State agencies sat down regularly, considered the opportunity, plotted strategies to overcome problems, and for the most part has brought about a very positive image of CETA programs in the CETA.

We do have some problem with individual prime sponsors, and abuses that periodically appear in the newspapers, but overall it has been a vehicle for bringing together the State agencies, business, labor and education in a way that was not true 3, 4, or 5 years ago, and certainly when I came into this position 7 years ago.

So I am very supportive of this, and will continue to be supportive of it.

Programs were begun that we probably should have been doing, but we had not done. In Congressman Kogovsek's district, for instance, we were able to get the prime sponsor, the Pueblo schools, and the representatives from the youth correction agencies to sit down and work out programs for youth returning from incarceration to become part of work-study programs that by and large salvaged the lives of a number of those kids that came back out of those youth institutions. I think that would not have come about without the CETA effort.

We started in the Denver area a program to follow up on all students after graduation. By August and September of each year, we go out, under the CETA program, and look for those students that have not gone into postsecondary programs, have not gotten jobs. We sit down with them in September and October, and say: "Here is a program. Here is a CETA opportunity." We encourage those people to get back into the mainstream. It would not have come about without CETA.

These are just a few examples of the kind of things that I want to underscore, because in my next comment here I would have to take the position that in looking at the proposal, as it has come out of the White House, we have to be somewhat concerned about the amount of money involved and being proposed, and whether or not we can, in fact, move so hastily into this program.

So I am going to raise some cautions in the second, but not without that positive base.

School boards, commissioners, superintendents, and others, want to be responsible. We are getting a lot of criticism from the public for declining test score, sometimes not actual declines, but certainly there is an impression there.

What does responsibility mean? It means sharing with Congressmen, legislators, and other leaders in the public sector recognition of what is going on, and the problem and concerns that a lot of the people have. As I travel around Colorado, as I am sure many of you will be doing during election year, I find that the inflation spiral, the concern about housing, the cost of construction, the concern about the military and Iran.

You can go down many issues, and given the kinds of concerns that exist out there, I think that somehow that means as we address the problem of youth unemployment, it has to be viewed in the context of these larger concerns, or we, in a sense, are proposing a $2 billion effort that will be outside of the priorities of many of our citizens.

So being responsible to me means that you look for opportunities in this act and in other acts to relate these kinds of expenditures to the concerns that people have in terms of energy, transportation, health services, housing, and whatever. To the extent that those priorities can be met by expanding our Youth Act proposals, then I think that we would be for this.

Specifically in the State of Colorado, we are faced with a number of areas within our State where there will be major expansions dealing with the energy shortages. It means coal development, oil shale development, transportation along the front range in Colorado, Pueblo, and other places. It means major construction of highways, bridges, transportation facilities, and so forth.

To pass an act of youth employment that would be decentralized that you would come down and fund only programs that a specific city or county would support, and not look at the major needs of a State, or in this fact, where we are talking about energy development, the needs of a total nation, I think would raise questions of responsibility.

One of the weaknesses I see in the proposals coming from the White House is that it has not put together a program that addresses the employment problems of youth with the priorities that I perceive to exist among the citizens.

Second, in terms of a concern, I have also been in back of this microphone in other Federal offices, indicating that previous legislation has set in motion needs for handicapped, 504 innovation of school facilities, and all public facilities. The 504 provisions receive no Federal moneys. Public Law 94-142, which set in motion many programs at the State and local level to serve the handicapped, has been underfunded.

I feel badly to come back and argue for money for those programs already passed, and at the same time come back and have to say that we are going to have to put more money into other programs, when in fact we have not fulfilled the obligations that have earlier been stated.

Last, a concern that we all face. Many of us support the Youth Act proposals. They are excellent. There are some abuses out there, particularly in the area of the prime sponsors, that we have to recognize that the PR related to CETA and some of the youth programs is not at a high peak. To come back and propose further expansions without cleaning up some of these other problems, I think, would be questionable in the mind of many.

There is one other governance aspect that I would raise in this. I applaud the aspect in the act of relating to the local decisionmaking and local priority setting. That is commendable. Many of us have argued for a decentralization of our programs. On the other hand, there is a partnership that is not fulfilled here. In that respect I feel that we are not establishing benchmarks at the State and Federal level.

There is extensive reference in the White House proposals to having the local level set benchmarks. I think it is important that the State level also establish benchmarks. This is the body that is ultimately setting employment needs, setting projections for the future in terms of employment. At this point, you have left out the State level as being a partner in this program.

A warning in that regard that goes a little bit beyond the paper, with the extreme emphasis on local decisionmaking, if the State legislature then receives all the reports of development in a State, and therefore sets in motion some of efforts with higher education for youth training, or for other State-level planning, and they see that a relationship exists between the Federal and the local, but that the State is not able to tie in State needs to a massive Federal program, we have the opportunity for enhancing the Federal, State, and local partnership.

So I am concerned that to a degree State legislative leaders could justifiably be left out of an effort that should involve all agencies and all levels.

I would certainly applaud the idea of consolidating some of the rules and regulations, and the programs internally. I think that that was a very strong aspect of the proposals. Clearing up some of the stipends arrangements would also be applauded by most school people.

The other aspect of individualizing and personalizing the programs for students is to be applauded. I notice that other bills emphasized personalized employment plans, and that in the end has to go with the broader aspects or a major part of this bill would be lost.

In terms of the advisory councils, let me again use Colorado very quickly as an example. We have set local accountability committees that monitor the progress of individual students. Almost all of our 1,250 schools in the State have also developed local accountability committees or advisory committees in those schools. Somehow we need to tap that expertise, rather than create other councils, or else we would lose the support of some existing groups.

Then, very quickly, let me just add support for the concept of reaching into the junior high school years for work exploration. That is commendable. The emphasis on school-level site management that Wilson Riles talked about is positive.

One additional aspect should be considered if this act is finally realized or not, there should be serious consideration given to establishing a national-level council that would work with the Departments of Labor and Education. That is, we should establish an advisory council that would look at these youth programs now, as the new Department of Education is being created, so that we develop an excellent joint planning between those two Departments. It is kind of buried in the proposal, but that five or six lines proposing this is very much of a plus in this legislation.

I would caution that the State-level involvement should not be one of just monitoring. I would again go back and say, the danger in this is that if the State department of education, for instance, is given extensive monitoring for a Federal program, this creates a program with the State legislature that, then, funds that department of education.

To the extent that we are the ones that have to come down on local school districts over a Federal act, the State legislators tend to come back on us with budgetary implications for actions taken in that light.

So you will find, I think, with justifiction, that many States do not relish just having monitoring provisions as a part of this partnership.

Let me say, then, in closing, the bill has lots of merits. I personally would prefer to see aspects of this bill and the best provisions of some of the other legislation that has been proposed brought into play somehow within the current budget figures, and not be put into the position of arguing for new money.

Second, we began something 2½ years ago that brought labor, business, and education together in the most positive way, probably, of this century. I applaud Congress for doing that.

Thank you, Mr. Chairman, for the opportunity to appear.

[Prepared statement of Calvin Frazier follows:]

PREPARED STATEMENT OF CALVIN M. FRAZIER, COLORADO COMMISSION OF EDUCATION

Introduction

I am Calvin M. Frazier, Commissioner of Education in the State of Colorado. I appreciate the invitation to appear before the Subcommittee and react to the very important proposals being advanced for the Youth Act of 1980.

Before offering specific comments on the Act itself, I would like to put my remarks in the context of the Colorado actions in this area in the last two years and the broader concerns being voiced by many Colorado citizens.

Let me emphasize at the off-set that some very good feelings have developed in Colorado relative to the Comprehensive Employment and Training Act (CETA). This has not been the case in all States if my conversations with other Chief State School Officers are accurate. Indeed, some very negative press and public opinion exists in Colorado but these feelings are usually traced to problems with individual prime sponsors. Overall, the state-level coordination between education, labor, and business has never been better and CETA has contributed to this condition.

Why has CETA, particularly in the "balance of state" area, worked in Colorado? There are several reasons.

1. State agencies, under the leadersip of the Director of the Department of Labor, meet frequently to discuss problems and coordinate plans at the State level.

2. Jointly sponsored State and regional workshops have brought educators (superintendents, board members, principals, counselors, vocational, and general educators) together to meet with CETA and prime sponsor personnel.

3. Effective programs have been organized that would not otherwise exist. For example, a prime sponsor in the Pueblo area, youth corrections personnel, and school district staff developed a CETA program to serve youth offenders returning to school after incarceration. The program is now being extended to the Denver area through CETA dollars. In another instance involving several school districts, students who graduated from high school are being contacted several months later to determine if they pursued their postsecondary study or job plans. If they did neither and are unemployed, counseling support is provided and efforts are made to move these individuals into CETA sponsored programs.

I'm not saying we don't have some CETA problems in Colorado but there has been a major effort to resolve these concerns in a cooperative manner. The general attitude has been one of "Here is a real opportunity to aid the youth of our state. Let's work together and improve our current programs."

In mentioning the broader concerns of Colorado citizens, I'm aware that Congressmen are knowledgeable of these feelings. People in Colorado are concerned over the inflationary spiral; the pending cutbacks in energy consumption; the almost impossible conditions under which homes are purchased or built; balanced budgets; and the military and international issues that have developed around the hostages and Embassy takeover in Iran.

The 1980 Youth Act proposals involve almost $2 billion and must be viewed against these critical public concerns. Speaking on behalf of Colorado educators and board members, the State Board of Education, and many others who care about providing the best possible opportunity for youth, I want you to know that we seek to address the employment needs of youth in a responsible manner. To the extent that employment programs can be undertaken while addressing other national priorities, this should be done.

Employment training programs should not operate in isolation. As you consider the Youth Act of 1980, I hope Congress and the Administration will look for possibilities to relate this investment to other federal and state priorities that must be addressed in the 1980s.

Most of the proposals in the expanded Youth Act of 1980 are well conceived. They speak to local involvement, coordinated planning, and accountability. They should improve the programs begun under the earlier 1977 Act. They seem, however, to stop short of a comprehensive program that maximizes coordination between the various federal and state employment and training programs.

The following remarks reflect my observations of a rather positive, successful start-up of programs in Colorado but a prevailing feeling that we have yet to accomplish the coordination desirable in a climate of anxiety over public expenditures and a multiplicity of programs. Specific issues we in Colorado would raise after our review of the document, Specifications for the Youth Act of 1980 (February 19, 1980) would be as follows:

Re Title I—Youth Employment and Training

1. We are extremely supportive of the consolidation of all three programs in Title IV-A into a single program (page 3). Conflicting rules have been a constant issue at our state meetings. The proposed consolidation should facilitate understanding between school personnel and prime sponsors.

2. We support the concept of no stipend being paid to school age youth for time spent in educational programs. Caution should be exercised in the regulations proposed to allow "modest performance incentives." Work related rewards might be acceptable but federal dollar incentives, if this is what is implied, for classroom effort would probably not be acceptable to most school personnel and parents.

3. We endorse the partnership theme evident throughout the document. Early involvement of the local educational agency with prime sponsors is the key to good rapport and effective programming.

4. We commend the emphasis on performance standards (pages 6 and 7) for participants and sponsors. Jobs provided by CETA money should be more than just a "work experience" or a means of "filling some vacancies" by the employer. The jobs should enhance job skills, career exploration and planning, and development of personal traits conducive to later success in the world of work.

In the judgment of this reviewer, three aspects ot Title I should be strengthened:

5. Under the Performance Standards outlines, considerable stress is given to "locally developed bench marks." Apparently, these bench marks become a key basis for judging the effectiveness of the Youth Act. If this is so, there should be an expectation for valid bench marks being established by the prime sponsors. These should have relevance to projected job needs and existing employment vacancies. State and regional studies and projections should be utilized. State assistance to prime sponsores at this point should be of high quality and seen as a key responsibility of the appropriate state agency.

6. Should some more generalized bench marks be set at the state and federal levels? If a billion dollars of new money is provided for youth employment and training, should not the Congress and Administration be more specific in their expectation for change? Should we have some targets in respect to national dropout numbers and unemployed youth? State goals in these areas would give a concrete focus to youth employment programs. While we need to retain local involvement in setting specific objectives, principles of accountability would also suggest that more specific federal expectations for the Act be established.

7. Congress should move slowly in prescribing more local advisory councils and review committees. I would personallay like to see each state have the opportunity of utilizing existing councils and committees to achieve the tasks and involvement outlined in the Act. In Colorado we have numerous advisory councils begun and extended by virtue of vocational and career education. School/business/labor councils have been established in many local communities. We should build on these bases rather than bypass or duplicate their activities.

Re Title II—Youth Education and Training

Many positive components are outlined in Title II but we would single these out for special commendation:

1. We endorse the emphasis on the relationship between attainment of the basic skills and successful work experience. Employers in recent years have stressed the importance of the employee's basic communication and computational skills as being equal to or more critical to job success than specific job skills.

2. We support the use of available dollars in areas of high concentrations of poor and/or low achieving students.

3. We support the inclusion of programs of work exploration and career counseling for students in grades 7-12. These should be coordinated with existing general, career, and vocational programs but are excellent opportunities leading into full-time work commitments.

4. The emphasis on school-level planning is commendable. School-site accountability is consistent with other educational efforts and much recent research on the elements of successful district programs. The principal is key to such efforts.

5. We are pleased to see the proposal for a national level Education-Labor Advisory Council to insure coordination between the two federal departments. This coordination should be a high priority for the new Department of Education.

Some elements of the proposal needing review or strengthening would be as follows:

6. Every effort should be made to utilize current data in establishing the local school district entitlement. The proposal indicates that 1970 census figures will be used until 1980 data becomes available. Many districts have experienced significant enrollment changes since 1970. To start with one base of entitlement and shift to a drastically different level will be disruptive.

7. Greater emphasis should be given to promote and expedite multi-district planning and programming when a small number of students and dollars are involved. Most states have a system of intermediate units (Board of Cooperative Services in Colorado) and these should be excellent vehicles for rural area program development, when desired by local educational agencies.

8. The creation of new local advisory councils should be avoided. Existing local and state councils should be utilized when these councils have similar purposes and responsibilities. In Colorado, local school districts have accountability committees (many schools have similar committees) charged with identifying priorities and monitoring student progress. These groups are supplemented by Title I ESEA committees and vocational advisory councils. Bypassing and duplicating these committees insures hostility and opposition to federal programs regardless of the merit of such provisions.

9. Congress and federal agencies should not expect extensive monitoring and enforcement of federal programs by state agencies. Many times elaborate monitoring duties are outlined, as they are in this proposal, and relatively little money is provided to staff such obligations. Many states, Colorado being one, will put the emphasis on assistance and coordination. Investigation of misappropriation of funds or gross mismanagement should be done in cooperation with federal officials but much of the value of the state agency is lost if the agency is seen primarily as an enforcer and monitor.

I close with the hope that these comments and recommendations are helpful in your consideration of these Youth Act proposals. The clarification of responsibility between labor and education is commendable. We certainly should not be expending our energies and resources creating two educational systems, labor and education, for our teenage youth.

Thank you for the opportunity to appear before this committee.

Chairman **PERKINS**. Thank you very much, Mr. Frazier.

Our next witness is Dr. Richard Halverson, deputy chancellor, New York City public schools.

STATEMENT OF RICHARD HALVERSON, PH. D., DEPUTY CHANCELLOR, NEW YORK CITY PUBLIC SCHOOLS

Dr. **HALVERSON**. Thank you. I appreciate the opportunity to be here, and to give the New York City school system's endorsement to the proposals that the administration is making.

I think that I will paraphrase the testimony that I have prepared, and emphasize a couple of points.

There are, I think, two key concepts in the proposed legislation that we think are major steps forward. The first of them is the recognition of basic skills training and education. It is a key component for adolescent children.

The Federal Government has created some successful programs that have dealt first with very young children, and then primarily in title I successfully with elementary school children. But the academic and vocational problems of adolescents in our society and in our school system have not been addressed. This is a major step forward.

The second is the partnership concept, particularly the partnership with the private sector, which is contained in the administration's proposal. One of the things that we are very conscious of in New York is that isolation tendencies on the part of school systems over the last couple of decades have weakened their ability to function, not only their credibility, but also their ability to reach out and attract resources from elsewhere in society.

We are trying to develop some programs of our own, and I have listed some for you in the testimony, that begin to build that partnership directly with the private sector, with the labor movement, and with higher education.

I think the reason these two points are so important to us is the experience that Frank Macchiarola, the chancellor in New York, and I had when we joined the school system 18 months ago. What we found was a system of high schools and junior high schools that were refusing to reveal what is their fundamental problem. We decided to reveal it.

That fundamental problem is that in New York City about 45 percent of all children who enter high school drop out by the end of their senior year. This is a shocking statistic. It is a statistic which the school system would not publish for about 20 years, but one which we thought was important to get into the arena of public discussion before we could seriously ask anyone to help us out, and ask anyone to become partners.

Besides doing a statistical analysis, we also did some studies of kids who dropped out, and of parents and teachers who worked with those children. Two things became very clear. One was that academic failure was the obvious predictor of dropping out, and that academic failure was not addressed adequately as children moved up toward high school.

We are in the process of putting in place some promotional policies which will provide promotional gates for younger children in elementary school and in junior high school to make sure that we do as much remediation in basic skill training as possible before children reach high school, but that is a long-term process as the children move through the system.

What is very clear now, if we want to retain children in school, is that we have to meet their needs for basic skills. You can't improve attendance, and you cannot prevent dropping out if you allow a system of academic failure to exist. Academic failure comes before the child leaves the school system.

One of the problems, of course, in dealing with high school age youth, and with adolescent youth is that by this time in their development they are very much concerned with their relationship and their future in terms of what will happen after school is completed.

One of the things we discovered in our review of children dropping out is that children who had attempted to get into vocational and occupational programs, who had made an effort but failed to gain admission to those programs were much more likely to drop out than children who had never stated any preference, but had simply gone to a local high school and proceeded through the usual curriculum.

We discovered that there are 14,000 students every year in New York City who are denied access to vocational and occupational programs because of limited resources. As you know, we as a school system have suffered, as many places in the country have, particularly severe budget cuts. Fourteen thousand children who have expressed that preference have had that preference denied, and thereby have fallen into the category of those who are likely to drop out.

What is heartening, I think, since we began the discussion last October of the dropout rate in New York City, is the number of people, particularly the number of people outside of education who have come forward to offer some kind of assistance. We have discovered there is a potential for partnership particularly with the labor and business communities.

The local chamber of commerce, the New York City private industry council, which is one of the most active in the country, and various other governmental groups, as well as both public and private sector unions have come forward to begin to work with us to develop truly cooperative employment/training programs.

One of the most interesting examples is that we used ourselves as an employer. One of the things, I guess, people never thought of is that we, next to the city of New York, are the largest employer in New York City—94,000 full- and part-time employees. So our union that represents food service workers readily agreed to work with us to use our own employment facilities as a training ground for children to get into the food services industry.

So I guess, in sum, our own dropout studies, which I think for us are the most serious effort we have undertaken in relationship to the high schools, reinforce I think our endorsement of the administration's proposals, because they reinforce the link between basic skill training and staying in school, so that occupational education is possible. I think for us they have brought home dramatically that there is this possibility for partnership with the private sector which has never been fully explored in New York City.

There are a number of things specifically that I would like to comment on in relationship to the President's proposal because I think they are very significant for us and for other urban areas around the country.

One of its most valuable aspects is that the money is highly targeted, and that is very important to New York City. So far as vocational education funds are concerned, for example, we have 60 percent of the children in New York State participating in vocational education programs, and a third of the Federal money for vocational education flowing to the State comes to New York City. We found that the failure to target money has worked to the real disadvantage of us and to the children who are most in need of vocational education.

Second, I think we like it because it reinforces the role of the local superintendent, in our case the chancellor, in terms of decisionmaking. We have had a lot of people warn us that we are going to get into sticky situations because of the discretion in the proposal to allow the chancellor to choose among schools. That is the local superintendent's responsibility, and we endorse that. We want that kind of responsibility and accountability.

Third, we endorse the competitive aspects contained in the administration's proposal. That is, we think that it is useful for schools to apply. We accept the situation in which not all schools will be funded, because in working with our school staff we find they need incentives. They need something to be able to achieve. They need something to prove they are a success. We think that this will be a major prod for our high school principals in moving programs forward.

Another major point, I think, for us is that this proposal would deal with the whole school. We found the most difficult kinds of programs to deal with are those which fragment the local school, and present some kinds of populations as needy and served, and some others as not needy and not served. It is an untenable and divisive situation, and we very much endorse the whole school concept.

We also endorse the explicit recognition in the administration's proposal of alternative programs for potential dropouts, and for specific programs for dropouts. We think a policy not tied to a 3,000- or 4,000-student high school is a good one in terms of dealing with the reality of what children need.

Finally, I think, we endorse, with some proposal for change, the initial planning year before the large bulk of the funds starts flowing. The change that we would propose is that it not just be a planning year, but a planning and demonstration year.

We feel, for example, in New York City there are many plans underway, and that it would be useful to help the national effort to have some of those begin, perhaps as early as February of next year, rather than to expend the entire first-year resources on the formulation of plans.

I appreciate this opportunity to talk to you about New York City's perspective. I have great hope and confidence that you will be able to move on this legislation.

Thank you.

[Prepared statement of Richard Halverson follows:]

PREPARED STATEMENT OF RICHARD F. HALVERSON, DEPUTY CHANCELLOR, NEW YORK CITY PUBLIC SCHOOLS

Chairman Perkins and Members of the Committee: Good morning. I am Richard Halverson, Deputy Chancellor of the New York City Public Schools. Thank you for the opportunity to share with you some of New York City's experience with youth employment and training and our reaction to the President's proposal on this important subject.

Over the last several months, government officials, economists, and business leaders have watched the appropriate indicators and have debated whether or when the nation is entering a recession and how severe and how long it will be. For many in our society, such discussion is irrelevant because their job prospects have been and continue to be uniformly grim. They do not share significantly in what are times of prosperity for others, and although they may find greater company in their economic distress when times are bad, this is hardly a consolation for which they or we can be grateful.

The President has submitted proposals on youth employment and training which deserve the most serious attention by Congress. On the basis of our understanding of the problem and the altenatives, I want to express my support for these proposals.

The President and the Administration's staff deserved credit for conceiving an innovative appoach to the problems of youth employment. It is especially significant that, if these proposals are enacted, it would be the first time that the Federal Government will have made the schools major partners with private industry; labor and the non-profit, public, and quasi-public sectors in addressing the problems of youth employment. The proposal is also notable for its understanding that it is necessary to combine mastery of basic skills with career training.

Congress has laid the groundwork for this new departure. More and more evidence accumulates that Headstart does help poor, preschool children. And NIE's evaluation of ESEA Title I demonstrates that these programs work for elementary school children. Now, this new initiative builds on the positive achievements of past programs and completes the cycle by targeting adolescents for assistance.

That adolescents need such assistance is beyond dispute. Although you are aware of the national dimensions of the problem, allow me to sketch for you at least an outline of its scope in New York City.

The unemployment rate for young people, ages sixteen to nineteen, is approximately 28 percent in New York City. The unemployment rate for Black and Hispanic youth is at least two times higher.

Recently, the New York City public schools released a study which showed that more than 45 percent of the students of the New York City public schools drop out before completing their high school education. Each year, approximately 40,000 students drop out of New York City public schools before graduating.

The report found that these dropouts characteristically have experienced considerable academic failure during their school carreers and will probably continue to experience failure after they leave. They have a high probability of falling into the category of the "hard core unemployed" who are shunned by government job programs and businesses because they lack the cognitive and personal skills for entry-level job training. The dropout rate would be higher still if it were not for a wide variety of programs operating in our elementary, junior high and senior high schools, but these programs simply are not adequate to meet the large needs we face.

Each year, approximately 14,000 youths who want to join our occupational educational programs are denied access because we cannot accomodate them. Many of these youths then choose to drop out of school rather than to pursue course offerings which they do not perceive as resulting in potentially marketable skills or as keyed to their level of interests.

What we are currently doing in the area of basic skills, career, and occupational education is impressive and successful, but, unfortunately, it is totally inadequate to meet the needs of our very special student population. We need to be able to build upon and expand these programs in order to move students into programs which will result in the necessary skills that will make them employable.

The New York City public schools have taken much time and interest in developing curriculum and human resources within the school system and within the community at large. Our focus has been to enhance the capacity of high school students to improve their basic skills, their job skills and their career experience. Concurrent with that has been our use of governmental support systems existing in the community such as CETA and YETP and the redefinition of educational goals so that the schools can relate to the availability of jobs as well as to career development of students.

We have several pilot and experimental programs in New York City that have proved successful and have allowed students to have experiences which relate to the world of work. The programs not only develop job skills, they also provide an environment for enhancing employability such as getting to work on time, and acquiring personal skills useful on the job. We have found that basic skills and work experience require cooperation among the schools, the students, the employers, community-based organizations, trade unions, business coalitions, youth agencies, and other organizations sharing the same goal of improving job opportunities for youth.

Let me describe some specific examples of pilot programs in the New York City public schools which demonstrate what can be achieved, given adequate resources, proper planning, and a cooperative approach. Many of these programs have been facilitated by the cooperation of some of the following groups: The Economic Development Council, the National Alliance of Business, Open Door, Alliance of Business Labor and Education, and Private Industry Council.

THE ADELPHI STREET PROJECT

This project involved the building trades skills of thirty students at George Westinghouse Vocational and Technical High School. Students were paid with YETP funds to rehabilitiate an abandoned building in an area of urban renewal in Brooklyn. VEA funds provided tools and supplies; community sponsors included a local church, sweat-equity, the Williamsburg Savings Bank, and the Brooklyn Union Gas Company. The renovated apartments were rented to local residents. The enthusiasm and pride and sense of achievement among all participants, most especially the students, was extraordinary.

THE PISCES PROJECT

The Pisces is a vessel acquired from the Federal government, which has been reconstructed with VEA funds for training in marine electronics. Students assigned to this vessel were employed on a New York Harbor environmental research project in collaboration with Columbia University. Skills acquired in the VEA-initiated instructional program were applied to a project in which the students were paid and from which researchers gathered valuable information.

EPIC (EDUCATION THROUGH PRIVATE INDUSTRY CORPORATIONS)

The youth work demonstration project involves 180 students from three New York City high schools in a process of helping themselves make the transition from school into the private sector.

Students reach out and develop jobs in the private sector: EPIC also explores ways in which the business world can help make instruction more relevant and beneficial.

COLLABORATION WITH PIC (PRIVATE INDUSTRY COUNCIL)

1. PIC/Polytechnic Institute and the Board of Education

This project will focus on revitalizing occupational education in the technological area of electricity/electronics, diesel engines and climate control. A collaborative effort is being developed to design new curriculum models in conjunction with a school, a community college, a university and business advisory committees. These technological areas have been identified as essential for the retention and expansion of industry in New York City. The initial step of this program will involve some 200 students from Westinghouse High School in Brooklyn in the Fall 1980.

2. PIC/Bloomingdale's Department Store/Board of Education-Fashion Industries

This program is being mutually designed with three high schools, PIC and Bloomingdale's Department Store. The focus is to develop curriculum in the field of fashion industries, provide students with career, work experiences and jobs. It is scheduled for implementation in September of 1980.

PROJECT REAL

Project REAL (Return to Education and Learning) is a new program created by the New York City School System to encourage ex-students to return to a variety of school settings. Out-of-school youths can walk in or be referred by schools or outside agencies to outreach centers and later to small instructional centers. An employment component of this program is being developed.

These models represent what we have been able to do with the funding available to us, but these programs have neither the depth nor breadth to solve the problems of a large number of our young people. The situation we confront is formidable. We have the largest school system in the country, approximately 960,000 students in nearly 1,000 schools. But, the challenges we face transcend size. Large numbers of our students come from single parent families; they suffer from poor nutrition and poor health; they live in substandard housing; they live in communities with high unemployment and high crime. It is not surprising that our students have more difficulty in acquiring the basic skills which can make them employable.

We believe the President's proposals will give us the opportunity to reach more young people and to get more comprehensive services to those who need them. More than 100,000 students might benefit from the program in New York City.

The President's proposals are sound and include the following advantages:

1. The money is targeted to the youth who need it the most.
2. The proposal allows for local decision-making. A local Superintendent decides which projects are to be funded, in conjunction with the Education-Work Council while Principals design their own programs to meet their own needs.

3. The Proposal encourages creativity. Schools must compete for funding, and although this may create some political difficulty at the local level and in the administration of the programs, it promotes creativity in designing innovative and pragrammatic approaches for delivering educational skills for students.

4. The proposal rewards positive achievement in that it demands comprehensive planning and accountability for outcomes.

5. The proposal builds on successful aspects of other Federal efforts while trying to avoid duplication. For example: the funding goes through existing mechanisms for Title I and Vocational Education, but avoids entanglement of those programs.

6. The program plan encompasses upgrading the basic skills and employment skills for the whole school, not the piecemeal approach currently in existence.

7. The proposal encourages dropout prevention and allows for alternative education models for students who have already dropped out.

8. The proposal mandates necessary linkages with PIC, LEA, other private and public sectors. In doing this: (a) the student who successfully completes an education work experience program will be equipped with employable skills, (b) industry and business can reduce the amount of dollars they would normally have to spend for training (c) the involvement of business and labor enhances the commitment to employ the graduating students.

9. The program calls for more and better-targeted job related education than we currently have.

I have some specific observations on particular sections of the proposals, which are included as an appendix to my prepared statement. What is important today is to stress our overall enthusiasm for the Youth Employment Bill outlined by the President. The need is acute, and the lessons of the past are clear. If we fail to wrest our young people from the hold of unemployment and even more important from the grip of unemployability, it is not just they who face a grim future. It is the entire nation.

TITLE II—YOUTH EDUCATION AND TRAINING SPECIFICATIONS AS SUBMITTED BY THE PRESIDENT, FEBRUARY 19, 1980, SPECIFIC RECOMMENDATIONS

1. P. 3. Item No. 4 Work Experience Programs.—Grade 10 may be too late to begin participation in an occupational training skill or work experience program. We recommend Grade 9 as a preventative measure. Many of the youth that need work experience have left school by grade 10.

2. P. 4. Item No. 1 Planning.—Urban school systems which currently have many varied youth programs do not need a full year of planning. We recommend that planning begin in October, 1980 and that program implementation begin February, 1981. We think immediate action is extremely important.

3. Distribution Formula.—While the specifications are not clear it appears that the formula does target funds into the most needy areas of the country.

4. P. 7. Item No. 1 Supplemental Formula for Institutionalized Children.—We recommend expanding the age limit to 21. The LEA has legal responsibility to provide for special education and institutionalized youth until age 21.

5. P. 23. Item No. 2(b) Dropout Programs.—The percentage of Vocational Education funds to be spent on youth who have dropped out should be based on local need and should be at the discretion of the LEA.

6. P. 12. and P. 27-28. Selection of Schools.—We recommend targeting eligible schools for service based upon the attendance areas in which the child lives rather than the wealth of the individual child. Since current Title I programs use attendance area data, we recommend using data already collected.

Unless current data are used for services to private school youth, it is doubtful that the LEA will be able to collect data necessary to administer the program to these youth.

Chairman **PERKINS**. Thank you very much, Dr. Halverson.

The next witness is Mr. Gregory Wurzburg, executive director of the National Council on Employment Policy.

Go ahead, Mr. Wurzburg.

STATEMENT OF GREGORY WURZBURG, EXECUTIVE DIRECTOR, NATIONAL COUNCIL ON EMPLOYMENT POLICY

Mr. **WURZBURG**. Mr. Chairman, and members of the subcommittee, I am pleased to have the opportunity to present my views on President Carter's youth bill.

In late 1977 I began directing for the National Council on Employment Policy an 18-month evaluation of the implementation of YEDPA in 37 CETA prime sponsorships around the country, and one of the things we looked at very closely was what goes on between schools and prime sponsors. Our work is complete now. My comments are based, in part, on findings from our study.

I agree with what I have heard here today. There is a consensus that the single most important new idea in the Carter administration's proposed Youth Act of 1980 is the twin emphasis on the education function and labor market interventions. It reflects, I think, acknowledgement of three important premises.

First, the problems youths face in the labor market are a consequence of much more than a lack of job skills or market inefficiencies. Many youths suffer severe educational deficiencies that restrict their job performance and ability to be trained.

Second, the education system has been ineffective when it comes to serving many center-city and poor youths, and when it comes to teaching youths who have special needs. Some institutional changes are necessary, otherwise, those suffering educational deficiencies can look forward to a job history of little more than low-status, low-paying jobs.

Third, the CETA system is not equipped and does not have the resources to do the job that schools should be doing in teaching basic educational competencies.

These premises form the basis for more comprehensive responses to the web of problems contributing to youth unemployment. They define the problems youths face much more sharply and specify a more realistic division of labor between the CETA and education establishments.

There are additional important premises underlying the proposed youth initiative. One is that more rigor is needed in the CETA system to better insure that young enrollees receive the services they need and are promised, and that they have credible evidence of their competencies and accomplishments. Another is that CETA prime sponsors need more flexibility with regard to administration and policy if they are to be effective.

While the premises underlying the President's youth unemployment bill are sound, the bill offers limited promise for improving upon what is already in place. It does not build adequately on existing structures. By ignoring what has been learned recently and what commonsense tell us about the capacity of those administrative units to change, the bill does not offer much of an attractive alternative.

I would like to talk about title I, the youth employment and training portion of that bill. The youth employment and training title lacks attempts at design gimmickry, and reflects maturation in the CETA system and more realistic expectation of what the CETA system can do.

Implicit is the recognition that refinements in administration and increases in resources are the two principal means by which we can enhance the impact of the CETA system on youth employment problems. But the title falls short of improving on existing law by asking for significant changes in administration and management while providing only a marginal increase in resources.

Consolidation of funding for youth programs clearly would be an obvious improvement over current provisions requiring separate plans and grant applications for different programs, with varying eligibility criteria and purposes. But even simplifying the planning, and grant application processes, management requirements necessitate retraining of local staff and establishment of new procedures.

The establishment of competency benchmarks and performance standards to gage client gains and improve accountability of program deliverers is similarly appealing, but promises to be even more disruptive. The proposed bill requires standards, but I have seen little evidence that anyone knows how they might be developed.

The Office of Youth Programs is in the process of collecting evidence from its research and demonstration initiatives that might shed light on how these benchmarks might be developed and how useful and usable they might be. But the state of the art is tentative, and experts are not certain how workable and credible criteria might be developed or how those developed in other areas, vocational education for example, might be applied to the CETA programs.

I think progress can be coaxed at a pace that keeps up with the state of the art of competency measurement, local technical expertise, and most importantly, I think, the Federal capacity to provide technical assistance. Unfortunately, the provision as it stands now runs the risk of rushing a process that is critical in the evolution of the CETA system. It is likely to precipitate more chaos among prime sponsors that will, at best, produce nothing and, at worst, create a system of mechanical credentialism that hurts the very youth we are trying to serve.

The proposed use of incentive grants is intended to give CETA prime sponsors more latitude in how they spend their local resources, while still giving them reason to pursue certain national priorities. In fact, the experience that we found under YEDPA indicates that the incentive grant tactic has little effect on local policies, and may actually diminish the flexibility of some prime sponsors.

In the rush to implement the complicated new formula-funded programs under YEDPA and apply for and implement the multitude of demonstrations projects, the policy aspects of those demonstration projects were only a minor consideration for administrators in deciding whether to apply for discretionary money. The decisive factor in applying for the special projects was to gain money, not introduce new services or test new policies.

Obviously, if incentive grants were offered after basic formula-funded programs were in place, they might have more of an effect. But as it was, they were lost in the shuffle. But even that does not eliminate the situation many sponsors faced in the fall of 1977, in which they were under enormous political pressure to compete for every available dollar of discretionary money. For incentive grants to work, they should be available only after a program and policy base is established. This would mean lagging implementation of incentive grants behind implementation of the formula programs.

There also ought to be a ceiling on the number of incentive grants and level of incentive funds available to prime sponsors.

This would remove the relative dollar value of one incentive grant over another, and make it easier for sponsors to evaluate incentive grants according to prime sponsor priorities and not according to their overall budget needs.

None of the proposed measures tinkering with CETA administration is totally inappropriate and none is likely to make the CETA system less effective in the long run as a tool for meeting the labor market needs of youth. Indeed, I think all of them reinforce the momentum in the system and they may speed up the evolutionary process slightly, but it will be at a cost.

There will be disruptions associated with the transition from YEDPA to the new program for the sake of only a slight increase in resources and some fine tuning in program administration, and I think that much of that fine tuning that might be gained with the proposed bill could probably be gained already without a new legislative mandate.

I would like to comment on the youth education and training title, title II of the President's proposal.

The "Youth Education and Training" title establishes a clear role for schools in helping to solve youth unemployment problems. This title focuses primary responsibility for providing basic educational competencies where it belongs—with the school system.

Furthermore, it promises to build into the secondary school learning experience an awareness of labor markets and the world of work. This portion of the Carter administration's youth initiative relies too much, however, on forces within the school system to provide the impetus for some very necessary institutional changes.

It is economically and politically imperative that schools play the central role in serving students with needs for basic skill training. The CETA system and networks of community-based organizations are not as well suited to meeting the needs of these youth because they intercept them too late in their lives and for too short a period of time, compared to the schools. Furthermore, the resources available to prime sponsors and community-based organizations are only a tiny fraction of those available to schools. But I think we should know by now that the schools cannot do the job alone.

It might be argued that part of what is lacking in schools is advocacy for educationally disadvantaged youths, sufficient to spur the institutional changes necessary to serve them. But schools also lack the experience of CETA prime sponsors and community-based organizations in serving youths that have failed in, or have been failed by public schools, only to be caught in the CETA safety net.

What is lacking in the proposed bill is the mechanism to assure the kind of collaboration and interinstitutional tension which I really believe is necessary to drive institutional changes. Advisory groups, like the proposed school site council and the LEA advisory committees, no matter how representative they may be, do not provide effective leverage for institutional change.

I think bureaucracies abhor interagency agreements the way nature abhors a vacuum. Turf is precious, and no one likes to share it. So, it is not surprising to see how far the two titles of the proposed youth bill go toward rationalizing the division of labor between schools and CETA prime sponsors. But, I think they may go too far in creating rigid institutional lines of demarcation.

They certainly retreat from the arrangements for shared responsibility established by the provision under the existing youth employment and training program part of YEDPA that reserves 22 percent of each prime sponsor's allocation to be administered under the terms of a joint agreement with the local education agency.

There is good evidence that the 22 percent set-aside is contributing to joint agreements for the provision of services. The agreements may not be as tidy nor systemitized as the youth bill proposes, but they are nonetheless effective.

The youth bill is flexible enough to support this kind of ad hoc collaboration where local officials are predisposed to such strategies. But the proposed legislation does nothing to provide the incentive for collaboration when CETA-LEA relations are still very tentative.

To the extent CETA-LEA collaboration is seen as desirable and necessary, and I think it is, the youth bill should go at least as far as the existing 22-percent set-aside in order to assure that such collaboration takes place. Comparing what has happened under YEDPA set-aside provision to the experience with the youth councils, which I think are analogous to the school site councils, it is obvious that joint signoffs on the 22-percent set-aside will almost certainly contribute to interagency cooperation, more than the present provisions for cross-fertilization through advisory councils.

This would better assure at least a minimum level of collaboration between the two systems. Without such a provision, youths living in areas where good CETA-LEA working relationships do not exist will be served by insular programs and are likely to be cheated of the discretionary resources that reward collaboration, but from what we have found alone cannot stimulate it.

The essential difference between title II and title I of the administration's youth bill is that title II creates a new program, while title I tinkers with an existing program and structure.

I think that title II, the education portion—with some changes—is much needed. Any national policy to improve the labor market prospects of poor and minorities must include a component to improve their basic skills. But provisions needed to be added to open up the process by which school-based programs are developed. Schools simply do not have the track record to indicate that they alone can develop the necessary programs to hold and teach youths needing basic skills.

Title I calls for administrative changes that do not promise to improve significantly upon what already exists or to alter the patterns of prime sponsor development. Yet, it does promise to disrupt prime sponsor operations for a period of time.

If the new bill were to dramatically increase resources for youths, drastic administrative change might be justified if prime sponsors and the Department could muster the heroics required for implementation of YEDPA. But given the limited resources that the bill proposes to add to the existing CETA system, the disruption does not seem worthwhile. The payoff of such changes would be too long in coming, and I don't think we can wait.

If the net new resources proposed in this bill are all that are available for serving youth in CETA, I would suggest channeling those few extra dollars into an extension of the present youth programs, with minor modifications.

Mr. Chairman, the National Council on Employment Policy is releasing this week a policy statement: "An Employment and Educational Agency for Youth in the 1980's." I am attaching it to my prepared testimony because I think it is central to the issues that you are considering in these hearings.

Thank you.

[Statement submitted by Gregory Wurzburg follows:]

An Employment and Education Agenda for Youth in the 1980's

A POLICY STATEMENT BY THE NATIONAL COUNCIL ON EMPLOYMENT POLICY

Most youths face transient problems in the labor market that ultimately are offset by adequate education and an environment in which they learn about job markets, occupational choices and careers. Whatever difficulties they encounter in the transition from school to employment hardly command attention as a national priority.

But labor market difficulties experienced by youths from impoverished homes, particularly minority youths in central cities and rural areas, present critical challenges. They pose immediate economic hardship and serious longer term consequences.

Some of these difficulties can and should be alleviated by governmental intervention. On the supply side, the preparation of youth for work can be improved by compensatory educational efforts and skill training. On the demand side, government should combat more vigorously discrimination in the labor market and create jobs for youth as part of an overall policy conducive to generating economic growth. In addition, career exploration and training for job search would better help match supply and demand.

THE NATURE OF YOUTH UNEMPLOYMENT PROBLEMS

The unemployment rate for white youths has been declining steadily during the economic recovery since the 1975 recession. Though the rate remains high, the problem is not acute. In fact, the ratio between youth and adult unemployment among whites is lower today than it was during the late 1960s. The frequent unemployment spells of majority youths appear to have little effect on long-term employability or earnings. They may, indeed, play a part in the process of settling down and occasionally have a beneficial effect in teaching young adults about labor markets.

Society offers options for most youths in either the labor market or alternative activities that defer work for pay. There remains, however, a sizeable minority of youths out of the mainstream who fail in or are failed by existing institutions.

The labor market problems of these youths—mostly poor, nonwhite, Hispanic, and some native Americans—entail immediate economic hardship and appear to have long-term effects on employability and earning power. Not only is the absolute level of unemployment for poor and minority youths unacceptably high, but the differences between the experience of white and minority youths have been steadily worsening for the last two decades.

The causes of youth unemployment—especially among poor and minority youths—are enmeshed in a web of social, educational, and economic forces acting on the lives of these youths and their families. Causes are hard to disentangle from effects. Substandard schools, disrupted family lives, a lack of role models, welfare dependency, early childbearing, parents working in low-paying, dead-end jobs with little hope for improvement, and a lack of effective access to good jobs all affect the labor market prospects facing these youths and their outlook towards work. Youths trapped in decaying urban areas or depressed rural areas face limited local job opportunities. More important than geographical isolation is social alienation. Middle-class youths rely heavily on the access to jobs provided by friends, parents, and neighbors; employers also rely heavily on these sources in their recruiting. Poor and minority youths lack such informal networks.

Racial prejudice persists as another enormous barrier keeping minority youths out of jobs. Affirmative action programs and other anti-discrimination measures notwithstanding, many employers put minority youths at the end of long lines of applicants for scarce jobs. But, even if these problems were to disappear overnight, there still would not be enough jobs to go around. As long as adult unemployment rates are high, younger workers will suffer.

While the youth population will be declining for at least the next 15 years as a proportion of the total population and labor force, it will become more heavily minority. If past patterns of discrimination persist, poor and minority youths may benefit little form the expected decline in job competition among the young, and will continue to fare poorly in the labor market.

FEDERAL RESPONSES TO THE PROBLEMS OF YOUTHS

From the early 1960s through the mid-1970s, there was a proliferation of programs providing youth employment and training opportunities. Some concentrated on job creation while others tried to improve long-term employability. The record of these past efforts has been mixed. The principal work experience programs for youths—the Neighborhood Youth Corps and a succession of summer jobs programs—have been criticized widely for creating make-work jobs for youngsters and providing little more than income transfer, while engendering poor work habits; some studies, however, have found positive outcomes for these programs. Compensatory education programs, which appeared at first to have little impact on improving educational achievement among economically and educationally disadvantaged youth have proven effective in raising the level of their educational attainment.

In the latter 1970s it became clear that further measures were necessary to bulster the federal commitment to alleviate youth unemployment and to attack its causes directly and indirectly. Frustrated with growing youth employment problems of the mid-1970s, the failure of piecemeal solutions to those problems, and uncertainty about the relative effectiveness of alternative remedies, Congress and the Carter administration launched a new youth initiative in 1977. The Youth Employment and Demonstration Projects Act (YEDPA) was designed to provide immediate relief to the youth employment crises, fund alternative experimental approaches and evaluate their effectiveness.

The returns on the experimentation are not yet in, but it is apparent that labor market problems have neither isolated causes nor effects and that solutions cannot be provided readily by a single institution. A myriad of socioeconomic factors beyond the effective reach of public policy affect the experience of young adults in the labor market. Family background, place of residence, home life, and informal labor market networks are enormously influential. But institutions—most notably labor market agencies and the education system—also have important effects on the experience of youth trying to find work, and they are subject to federal influence.

The next iteration of federal youth initiatives should build around four components of services: basic, remedial, work-oriented education; job skills; labor market awareness; and work experience. In formulating service strategies, client groups must be differentiated because needs and program effectiveness vary by age and enrollment status in educational institutions.

Educational change

Education must be an important focal point of any truly comprehensive youth employment policy because education deficiencies go hand-in-hand with poverty and labor market hardship. Changes are needed, starting in the lower grades. Compensatory education at the elementary school level should be augmented with an emphasis on the development of work values and sound work habits, integrated with academic learning. Such work orientation is important for all children but vital for those whose environmental circumstances pose handicaps.

At the secondary level, dropout rates remain high, especially in inner city schools, and the quality of education is low for those students who remain in school. Unfortunately, few compensatory education resources are reaching this level. Continuing compensatory education services through the higher grades should be available to reinforce and sustain gains from the elementary level. Providing compensatory education at the secondary school level also increases the chances that all youths in need will receive at least some extra assistance during their time in the public school system.

A policy for extending compensatory education to the secondary level should build on two premises. First, it should represent new funds for compensatory education and should not be paid for at the expense of such efforts at the elementary school level. Second, it should recognize that providing compensatory education at the secondary level is likely to be more expensive than providing it at the elementary level, since it requires different curricula and staff capabilities. There are few high school teachers trained to teach basic reading and arithmetic, although the experience of the Job Corps and military might be profitably utilized by secondary schools.

It is no accident that those who do well in school generally do well in employment. The same skills and attitudes lead to success in both. Work values, work habits and understanding of labor markets and employer-employee relationships are all subject to teaching and learning. They can and should be incorporated into a basic education program at elementary and secondary levels without interfering with traditional academic studies. Such career preparation is needed by all children and youth, and especially those poor and minority students who are deprived of such preparation at home. It requires a higher level of outlays for federal career education measures already in effect.

Providing basic literacy skills to out-of-school youth—both dropouts and graduates—presents a different challenge. It is well established that a large proporation of these youths fail in—or are failed by—schools because the traditional education structure does not challenge them sufficiently or is not flexible enough to meet their particular needs. It would not be sound policy to try to lure these youths back into the same educational setting that failed them before. Alternative education systems are necessary. In some cases CETA prime sponsors are community based organizations under contract to prime sponsors have established stable and effective alternative education programs. In other cases, school systems have developed alternative structures, either on their own or in concert with other local agencies (prime sponsors included). Obviously local capacity and preferences vary from area to area. Federal policy should leave the choice of deliverers open to local decisionmakers, but it should provide for experimentation and continuation of promising trial projects at least until such trials have proven successful enough to gain local public acceptance and support.

Improving job skills

The value of extensive occupational skill training for increasing the employability and earning power of school age youths is open to question. This is because few skilled jobs are open to entry level workers immediately out of school and, more importantly, because occupationally-related skills are acquired in a variety of ways. The mere existence of a preemployment training course does not automatically confer the stamp of legitimacy—employers have to recognize it as a source for recruitment.

Secondary school vocational education might be justified, however, not for its direct effect on placement and earnings, but rather as a curriculum better suited to hold certain types of students in the schools. To the extent that this effect can be demonstrated, and that the curriculum succeeds in raising academic achievement and in helping to socialize prospective workers, skill training at the secondary level may serve a useful purpose and the federal government should support it. Federal youth development policy should continue the pressure that federal vocational education laws already apply to broaden the population served by vocational education and better penetrate the at-risk population interested in pursuing vocational training. There should be two objectives to such a strategy: (1) to increase the enrollments of educationally and economically disadvantaged and handicapped youth in vocational programs, and (2) to increase vocational staff capacity to serve the special needs of these students.

Vocational education is not the only vehicle for skill training. The CETA prime sponsor system was also created to serve that purpose. The role of the CETA system in providing skill training for youth should be developed carefully, however. The CETA system should not compete with mainstream training institutions for students, but should reinforce and complement those efforts when mutually agreeable. The CETA system should provide training to under- or unemployed, out-of-school youths. Even for this group intensive training should be undertaken cautiously, since it has little effect on later earnings or even occupational choice. Young dropouts do not leave school to get a headstart on their careers, and in fact, are inclined to change jobs frequently. They are not ideal candidates for major training investments. More intensive training opportunities should be available for older, out-of-school youths as well as youths under 19 who have displayed interest and aptitude in particular skill areas. These opportunities might include pre-apprenticeship, apprenticeship and on-the-job training.

In central cities and rural areas lacking still training facilities it is hard to justifiy massive investments in such facilities for the benefit of youths alone. Furthermore, their problems are not separable from the problems of older adults, employers and the community at large. The federal government should underwrite development of skills training facilities in hardpressed central cities and rural areas only as part of a combined strategy to support youth and adult employability development goals as well as larger economic development goals. Obviously, because of the diminished ability of center city and depressed areas to pay for new services, these areas cannot contribute as large a share of local money as other areas. For that reason, federal vocational education spending for this kind of program should be proportionately higher than usual to achieve the desired results.

For youth with severe educational handicaps and debilitating family environments who cannot be served directly by prime sponsors, the Job Corps provides intensive supportive services and counseling in a residential setting. This extraordinary support capacity should be retained, and sponsors should be cautious in attempting to develop program approaches to serve the extremely disadvantaged and hardcore unemployed youth for whom the Job Corps is better suited.

In assessing the nation's capacity to develop human resources, the armed forces are frequently overlooked. Each year, the Department of Defense spends annually more than three times as much as the CETA system does for education and training programs. The military has developed a number of intensive programs for providing compensatory education to the many enlistees with low educational achievement. These efforts appear to be paying off in higher achievement levels and retention rates among entrants who show low ability initially. The armed forces should be utilized as an alternative institutional setting offering additional opportunities for jobs and human resource development for poor, skill deficient and educationally disadvantaged youths encountering difficulties in the civilian labor market. The military also can serve as an alternative for youths who, though not suffering severe labor market impairments, are not equipped or inclined to settle down into a definite career. It can extend the socialization process and provide the institutional structure that many youths need to prepare themselves for the responsibilities of adulthood.

In order to better inform youths of their options, prime sponsors and local armed forces recruiting offices should be encouraged to familiarize themselves with each others' services. Where complementary service offerings are feasible, appropriate arrangements should be pursued in order to increase the employability development opportunities for youths entering either system.

Labor market services

Improved basic competencies are only the starting point for youths hoping to compete successfully in labor markets. Youths need an understanding of how the labor market works, the kinds of jobs they are equipped to handle, the preparation they need for later careers, and how they can find work.

To help youth find job opportunities, greater emphasis is needed on instructing youth on job search techniques and aspects of labor market operations. In addition, a key part of every placement and training agency's activities should include direct linkages with employers, including the capability of offering on-the-job training opportunities.

The young adults needing this kind of help are both in school and out of school, so the institutional arrangements for providing such services are not likely to be neat. Since responsibility for smoothing the transition from school to work is normally beyond the services provided by education institutions, the 1977 youth legislation earmarked funds to induce schools to provide career guidance counseling to noncollege bound students. Even without federal assistance, some school systems are developing work experience programs and placing enrollees in them. The direction of these changes is promising, but the results so far are limited.

The institutional linkage fostered by the 1977 youth legislation should be encouraged in the hope that the induced collaboration will mature and bear fruit. Crude estimates indicate that school-based programs are typically diverting the bulk of their resources to enrollee stipends and wages, contributing little to the institutional changes necessary to make employability development a more integral part of the education process. To assure that money is available to buy the changes necessary in schools and shield local administrators from pressures to create as many youth jobs as possible, the share of each sponsor's allocation that goes to local schools should be clearly available for costs other than enrollee stipends.

Job creation

Regardless of how well youths are prepared for work and how efficiently labor markets function, unemployment will remain high unless there are enough jobs to go around. Plainly, more jobs are needed. At issue is how additional employment should be generated.

The focus on inflation and the need to reduce the federal deficit are likely to preclude much use of economic stimulus as a policy tool to ameliorate the problem of youth unemployment. This means that other measures are necessary to close the job gap.

One strategy is to increase demand for youths in private sector jobs, requiring the recognition of extra costs involved in hiring youth. Presumably inexperienced youths tend to be less productive than other workers. Hiring youth may also involve added training including higher supervisory costs due to their higher turnover, and rising unemployment insurance and workers' compensation costs. To help offset the real and perceived costs to employers of hiring youths, the federal government should permit CETA prime sponsors to pay wage subsidies, ranging up to 100 percent. As worker productivity picks up, subsidies should be phased out. The development of unsubsidized jobs should be stressed, however, not only because they are easier on the public purse, but also because they enable CETA sponsors (or whoever conducts placement activities) to broaden the base of youths served as well as to broaden the base of employer participation.

Although unsubsidized job development ought to be reserved mainly for older youth (18 and over), the Targeted Jobs Tax Credit now in effect should be extended to cover 16 and 17 year olds. The present provisions leave them at a disadvantage because of their higher wage bills relative to older youths already covered.

Regardless of policy on subsidies and tax credits, there should be greater emphasis on developing jobs in the private sector. In order to encourage such job development, local administrators need to be given resources, technical assistance, and incentives. Because youths in need of jobs are found in school and out of school, there should be an institutional capacity to serve both without creating a situation in which job developers get into competition with one another. Either the budding private industry councils established under CETA or the employment service could be instrumental in performing these services in collaboration with CETA prime sponsors and local education agencies.

The private sector should be expected to provide some opportunities for employment. But, even with prodding, even private sector opportunities will not be sufficient to obviate the need for public sector job creation. At least during economic slowdowns and probably even in the best of times, the mainstay of any jobs program for youths will have to be subsidized employment in the public and private nonprofit sectors.

Subsidized job creation should be designed to provide income transfer and credible work experience that, at a minimum, teaches participants good work habits. Job subsidies should be restricted to economically disadvantaged youth and concentrated on older and out-of-school youths. Job creation for youths under 18, though important, should be assigned a lower priority. Work is all too likely to become a competitive alternative to school. "Career relevance" and "meaningfulness" are not important criteria in creating jobs for younger youths; most have only a vague notion of what they want to do for a living. Even the most career-minded youngster just starting to work needs a well-supervised job more than placement on the first run of a career ladder. For older and out-of-school youth, job placements should be matched with career interests or be designed to provide an opportunity or testing career areas, since job content becomes progressively more important in making long-term occupational commitments.

The public service employment expansion of the mid- and latter 1970s and the annual implementation of the summer youth jobs programs have demonstrated that it is extraordinarily difficult to develop large numbers of well-supervised jobs quickly. Since numbers are less ambiguous than the quality of supervision, the latter invariably suffers. Prime sponsors should be permitted discretion in using some summer jobs money to create year-round opportunities. In order to minimize disruptive surges in enrollment levels, they should also be given sufficient spending flexibility to stagger enrollments.

Sixteen years after enactment of the Civil Rights Act, discrimination still pervades the marketplace. The federal strategy under current conditions should focus on encouraging administrators to enforce existing statutes more conscientiously and vigorously than they have been. A number of federal agencies provide national leverage points for increasing the impact of existing antidiscrimination statutes. They need to be given the mandates and assured the resources to fight discrimination in labor markets, especially where it falls heavily on youths.

OPERATIONAL ISSUES

Aside from the program elements that should be incorporated into a national youth policy for the 1980s, there are two important operational considerations that need to be addressed: targeting of employment and training services, and the relation of youth services to adult services.

Targeting

Income has been utilized frequently as an eligibility criterion for employment and training. The experience under the youth employment and training programs of the past two years, however, opens to question the reliability and validity of family income as a predictor of the need for employability development services among youths. The current reliance on family income as an eligibility screen for training should be relaxed. There appear to be a great number of youths who are not from low-income families, but who experience obstacles to employability and earnings.

These youths are from broken homes, they have emotional and physical problems, learning disabilities and histories of drug abuse or run-ins with the law. They too are in need of extra help and they lack alternative avenues for assistance.

Another reason for reconsidering income eligibility criteria is that targeted programs are proving not to have as broad appeal to local schools and employers as untargeted programs. This is because, first, the current standards preclude participation of many youths whom school counselors and teachers know to be in need of manpower services; the "arbitrary" exclusion of such youths diminishes staff support for the programs. Second, by narrowing the base of youth participation, policymakers trade a higher concentration of resources for a narrower base of parent and employer support and less ability to leverage school support in providing labor market services and employer support for hiring youths.

There is a danger that relaxing income eligibility criteria will lead to resources being spread too thinly. This dilution can be minimized by sharpened program design. For younger youths still in school it is possible to use lower cost counseling and informational services. For youths over eighteen subsidies can be reserved for low-income youths allowing administrators some discretion in relaxing income standards for a small proportion of enrollees suffering from other handicaps.

Less restrictive eligibility criteria will broaden the client population and institutional base, and help eliminate the poverty stigma attached to many of the CETA programs. In the long run, this may increase both their acceptability and effectiveness.

Integrating youth and adult services

Since enactment of YEDPA, CETA administrators have found it easier to establish discrete program tracks to serve youths and adults. Separate planning and program requirements, regulations, accounting and reporting guidelines, and a distinct national emphasis on youths contribute to the creation of dual tracks. Yet, separate youth intake, counseling, and program agents reduces both the efficiency and effectiveness of local operations. It fosters duplication, reduces the opportunity for taking advantage of economies of scale, creates an artificial distinction between the problems of youths and adults, and prevents exposure of youths to older enrollees with broader work experiences. In fact, CETA prime sponsors do need to provide certain services for meeting the special needs of youths. The failure to do so in the past contributed to the impetus for the 1977 youth initiative. But, since most of the needs of youths are not clearly differentiated from those of adults, comprehensive delivery systems should be used as much as possible. The Congress and Department of Labor should assure that new legislation and implementation of such legislation encourages unified delivery as much as possible.

NEEDS AND FUNDING

The Council favors a comprehensive national youth development policy. It should be of sufficient scale to provide educational and skill competencies, alleviation of discriminatory barriers to employment, and increase job opportunities for poor and minority youth.

Compensatory education should be extended to the secondary school level. Given the recent decline in real state and local outlays for education due to falling enrollments, the federal government should not have to shoulder the entire new burden for compensatory education. But it needs to provide some leadership, if not for narrow educational purposes, then for larger human resource development purposes. The same applies to support for well-documented career education techniques.

Net new money is needed to upgrade or establish new vocational training facilities in declining central cities and rural areas. Because establishing new skills centers is likely to be expensive and involve extensive local planning and development of a "market" among local employers for trainees, resources should be directed to only a few areas so as to provide all the resources needed to establish new facilities. Site selection should depend on the absence of existing facilities and the likelihood of generating sufficient demand for trainees. New resources will also be needed for additional job creation, labor market awareness, career exploration and vocational counseling services.

The program specifications proposed here are only meant to suggest national needs. In fact, rather than recommending rigid categories of service, the Council endorses encouraging local discretion in developing programs for youth.

The Carter administration appears to have recognized the need for new funding for programs along the lines suggested here. We stop short of proposing funding levels for new youth initiatives or suggesting reallocation of existing funds that would require placing the needs of youth in the hierarchy of pressing national priorities. Ultimately those decisions are dictating political judgements and do not depend on any empirical analysis of the problems of youths or the relative effectiveness of solutions to their problems.

The Council does recommend, however, both that resources be made available in sufficiently large amounts to insure that the new initiatives will have a significant effect, and that the resources support a balanced mix of developmental services, training, labor market services, and job creation. In increasing resources, however, care should be taken not to exceed the administrative capacity for expansion of local operations.

If resources cannot be increased, current programs should not be disturbed, in order that they can benefit from some continuity and stability.

The Council strongly recommends that, in adding resources for new youth programs, they not be reallocated from existing employment and training programs for adults nor from compensatory education programs for elementary school students. Faced by the prospects of rising unemployment and the presence of many unskilled and unemployed persons, we can ill afford any changes in policy that would have the effect of weakening employment and training services for adults. Compensatory education programs in elementary schools are similarly essential and should be left untouched. As a matter of public policy, we should not sacrifice programs of known effectiveness in favor of new and untried initiatives.

Chairman PERKINS. We will hear from you now, Dr. Smith.

STATEMENT OF RALPH SMITH, PH. D., ACTING DIRECTOR, NATIONAL COMMISSION FOR EMPLOYMENT POLICY, ACCOMPANIED BY PATRICIA BRENNER, PH. D., STAFF ASSOCIATE

Dr. SMITH. Mr. Chairman, I would like to thank you for inviting me to testify and to discuss with you the results of our extensive study of youth employment policy. That study was a part of the commission's fifth annual review which was submitted to you at the end of last year.

In that report, the commission made 22 specific recommendations for dealing with youth employment. What I would like to do, with your permission, is to highlight our findings from our study, and submit the former, with the commission's recommendations, for the record.

Our findings with respect to youth employment's causes, consequences, and past policies have been both encouraging and sobering.

They were encouraging in that we found that the majority of people pass through their teenage and young adult years without serious labor market problems, and they emerge into successful adult work roles. They were encouraging also in that we found several progarms, such as the Job Corps, that have worked very well helping disadvantaged youth to become more employable.

However, our findings were also quite sobering in that we found that some youths simply never do make it through their teenage and young adult years with successful labor market experiences, and in part as a result have serious labor market problems throughout their adult lives as well.

They were sobering also in that we found that odds of being in that unsuccessful group are greatly increased if the youth is from a low-income family, or if the youth is from a group which has in the past faced widespread discrimination. In that latter category are included, of course, racial and ethnic minorities, but also young women. The discrimination against them has been more subtle and shows up primarily in occupational segregation and low earnings.

Optimism not to the contrary, we find that the problems that we are facing today with youth in the labor market will not go away simply with the aging of the postwar baby boom. It is true that over the next decade there will be a drastic reduction in the size of the population in the young adult and teenage years, but that reduction will be totally among white youth, the group that already has less problems in the labor market.

We found that the causes of the problems that youth are facing in the labor market are many, and hence the solutions will have to be many as well. They involve a total lack of job opportunities, with youth always being at the back of the queue. They involve discrimination. They involve problems of some youth not having a knowledge of how the labor market operates, how to look for work, and how to conduct themselves in a job interview. These problems can be especially serious for minority youth and youth living in ghettos, youth who do not have access to the informal job market that middle-class kids have, where they can get their first job through their parents, or other relatives, friends, and neighbors.

I would like to focus the rest of my comments on the role the Federal education policy has played in helping disadvantaged youth to improve their skills. The two primary roles that this subcommittee has been involved in in the past in this area have been, of course, in vocational education and title I compensatory education.

First, vocational education—I believe that the hope and the expectation have been that vocational education could be used as a means of helping low-income youth, especially those who are not academically motivated, to obtain marketable skills.

There have now been a number of evaluations conducted aimed at measuring the impact of vocational education as a whole in improving the earnings and employment status of young people. I must report to you today that the results have been quite discouraging.

Young men who have been in vocational education do not appear to be any more successful in the labor market than comparable young men who have been in other curriculums. Young women do appear to have somewhat higher earnings associated with being in vocational education, but this appears to be primarily by tracking them into the stereotypical occupations, such as typing. The main advantage of vocational education appears to be in helping the participants in getting their initial jobs, but this is an impact that declines dramatically over time.

Turning to compensatory education—here the Federal emphasis has been to meet the special needs of the educationally and economically disadvantaged. Title I is, of course, the largest of the Federal education programs. The concept has been, put the money in the places which have high concentrations of economically and educationally disadvantaged youth, and use that money to increase their cognitive skills.

Again, several evaluations have been done, and the evidence to date is that the program is working in both respects. The money is disproportionately going to school systems that have a disproportionate share of disadvantaged youth, and that money is being used effectively to increase the cognitive skills of these youth.

One problem that has emerged thus far is that very little of the Federal support has been put into remedial education at the junior and senior high school levels, and it may now be time to do so.

While our understanding of youth unemployment is still incomplete, and will always be incomplete, we have learned much over the past two decades. We now have a much better understanding of the dimensions of youth labor market problems and which youth will fail to successfully make the transition to adult world roles.

We now more fully realize the complexity of the problem in terms of its causes and its solutions. We have learned that being ready for employment, that is, having the basic three R's, good work habits, and the ability to absorb new skills on the job, is critical, and will become increasingly critical in the 1980's as low-skill jobs in industry and agriculture continue to decline.

We have learned that successful remediation for those most disadvantaged in school and in the labor market can sometimes be accomplished, but that this also must involve a substantial investment of resources, personnel, and time. We have recognized that our original expectations for youth labor market programs were too high, and that we must be cautious about expecting or promising too much in the future.

Finally, we now know that there are a substantial number of youth who will continue to be at a disadvantage in the labor market in the 1980's. It is critical that the Federal Government, as well as State and local governments, business, labor, education, and community-based organizations work together and increase their efforts to help these youth.

Thank you.

[Prepared statement of Ralph Smith follows:]

Prepared Statement of Ralph E. Smith, Acting Director, National Commission for Employment Policy

Mr. Chairman, Members of the Subcommittee:

On behalf of Chairman Eli Ginzberg and the Members of the National Commission for Employment Policy let me thank you for inviting me here today to discuss the findings of an extensive study of youth employment undertaken by the Commission and its staff. With me is Dr. Patricia Brenner who wrote the portion of our staff study which reviews the experience with federally funded vocational, career and compensatory education programs.

This study is part of the Commission's Fifth Annual Report, Expanding Employment Opportunities for Disadvantaged Youth, which was submitted to Congress at the end of December 1979. In that report the National Commission made 22 recommendations for dealing with youth employment. I would like to submit a summary of these recommendations for the Record at the end of my remarks.

The National Commission for Employment Policy was created under Title V of the Comprehensive Employment and Training Act to advise the President and Congress on national employment and training issues. Employment problems of youth have been high on the Commission's agenda since it was organized in 1974. In anticipation of the reauthorization of Youth Employment and Demonstration Projects Act and at the urging of John W. Porter, then the Michigan Superintendent of Public Instruction and an original member of the Commission, the National Commission established a Youth Task Force and began work on a major study of youth employment problems.

In preparing its findings and recommendations on youth unemployment, the Commission sought and received assistance from a variety of sources, including the work of its Youth Task Force, in-depth analyses prepared by its staff, contributions from academic consultants, and inputs from a large number of public and private organizations through public hearings held in Detroit, Memphis, Philadelphia, and Los Angeles.

Through these efforts the Commission wanted to examine the dimensions, causes and consequences of youth labor market policies and to identify the goals, priorities and options for youth employment policies for the 1980's. We also wanted to know what could be learned from past program experiences.

Our findings were both encouraging and sobering. They were encouraging because we found that the majority of people go through their teenage and young adult years (ages 16 through 24) without serious problems. Their early labor market encounters may involve unemployment and almost certainly involve very low wages, relative to what they will earn later on, but by the end of the period they have made a successful transition to normal adult work roles. Our findings were encouraging also in that certain kinds of programs, for example compensatory education in the elementary schools and the Job Corps, seem to be having positive effects on disadvantaged youngsters.

Our findings were also sobering. We found that the odds of making a less than successful transition to stable adult work roles are increased greatly if one is from an economically disadvantaged family, is a member of a group that has been subject to widespread discrimination, or lives in an area with a high concentration of low income families. These individuals are disproportionately black, Hispanic and female. One way to estimate how many youth may potentially be at risk is to look at the number of economically disadvantaged youth between the ages of 16 and 21. In 1978, of the 20.4 million persons in this age group, nearly 20 percent or 3.7 million were in households with incomes at or below 70 percent of the lower living standard, and of this low-income group 47 percent or 1.7 million were non-white or Hispanic.

Demographic and labor force projections show that while the absolute numbers of white male youth in the labor force will decline during the 1980's, black and Hispanic youth will account for increasing shares of the overall youth population.

The reasons why some youth are especially likely to have problems in the labor market can be put into three categories: those associated with lack of jobs; those that involve the mechanisms through which young jobseekers are matched with job vacancies; and those that relate to the characteristics of youth themselves. These causes interact, but it is useful, especially in developing policy, to attempt to distinguish among them.

Youth employment, especially minority youth employment, is particularly sensitive to the state of the economy; in a recession, their employment losses tend to be relatively greater than those incurred by older workers. Even in a period of strong demand, employers typically place youth toward the back of the hiring queues. An additional reason for their unfavorable position in the labor market is discrimination, which is especially serious for minority youth.

Not all of the problems can be blamed on a lack of jobs. Lack of knowledge of the world of work, how to look for work, and how to conduct oneself in a job interview are serious impediments for some youth. For youth whose families and friends do not participate in good job networks, finding work can be particularly difficult. One indicator of this is the substantially lower fraction of black than of white youth that move directly into a job without any intervening unemployment, a factor that has contributed to the widening gap in their unemployment rate during the past decade.

Finally, whatever the number of available opportunities, youth would be in a better position to compete for them if they were better prepared for work. Their chances of success are reduced by a lack of basic reading, writing, and mathematical skills; poor credentials (e.g. lack of a high school diploma); and poor attitudes. Employers look to educational attainment and previous work experience as indicators of whether a job candidate will succeed. Minority youth, despite considerable progress in recent years, are still behind other youth in educational attainment, basic skills and experience.

Early in our work it became clear that any serious strategy for improving the labor market prospects of disadvantaged youth must put major emphasis on closing the basic skills gap. If this gap is not closed, the employment prospects of these youth will worsen as unskilled jobs in industry and agriculture continue to decline as a proportion of total job opportunities.

The schools have been the primary institution for providing these basic skills. Therefore, we wanted to know how well the nation's public education system is serving the employment-related needs of those young people who are not college bound. It should be re-emphasized that we regard youth employment as a multi-faceted problem and opportunity. Only a part of the solution to the problem and realization of the opportunity lies within the purview of elementary, secondary and vocational education.

It is not presumed that improving employability should be the only, or even the dominant, concern of the educational system. But we need to know what to expect from the schools in improving the employability of youth and what associated federal role might be appropriate.

Vocational education and compensatory education are the two major areas of federal involvement in the linkage between education and employability for disadvantaged youth. In assessing these programs, we have necessarily aggregated what is, in fact, a set of activities provided by a very disaggregated and diverse delivery system, the more than 16,000 school districts.

Vocational Education

Approximately 10 percent of the total funding for vocational education comes from the federal government. There are several reasons why the amount of federal funding is small relative to state and local expenditure. Historically, the states have played a leadership role in vocational education. Moreover, it can be argued that the gains from vocational education programs accrue largely to local employers and communities. Federal involvement may appropriately be restricted to those areas where there is a national interest, such as in training the disadvantaged and achieving a more equitable distribution of income and employment opportunities.

Beginning with the Vocational Education Act of 1963, Congress has specified increased targeting of federal vocational education dollars toward disadvantaged groups. The 1976 vocational education amendments included new targeted provisions for the handicapped and disadvantaged, matching funds requirements and sex equity provisions.

In 1977, there were approximately 16 million enrollees in vocational education programs. Included in this number are both individuals enrolled in vocational education high schools and students in comprehensive schools who take a single vocational education course (e.g., a course in home economics or shop). Somewhat over half of the enrollees were women;

23 percent, minorities; 12 percent, educationally disadvantaged; and 2 percent, handicapped. Approximately 60 percent of enrollments are in the high schools, 14 percent in post-secondary institutions (primarily junior colleges), and 26 percent are in adult continuing education.

In the 1960's as part of the War on Poverty, vocational education for the disadvantaged was seen both as a way to promote economic growth through increasing productivity, and as a way to move able-bodied persons out of poverty, thereby raising wages and increasing an individual's range of job opportunities and regularity of employment.

Ideally, labor economists would project the skills demanded and supplied by the economy. Vocational programs would be devised so as to head off projected shortfalls in particular skill areas, and the disadvantaged would be assisted in acquiring skills for which there would be great demand. The end result would be an upgrading of the skills of particular workers and a more productive economy overall.1/

We now know that there are large flaws in this model which led us to expect too much from vocational education. First, it is questionable whether the government has powers of projection not possessed by the private sector. Second, the labor market does not always function as envisioned by the vocational education model.2/ According to this model, people

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1/Lester C. Thurow, "Vocational Education as a Strategy for Eliminating Poverty," The Planning Papers for the Vocational Education Study (Washington, D.C.: National Institute of Education, April 1979), p. 323.

2/Ibid., p. 325.

acquire a certain set of skills and then sell themselves in the market to do a particular type of work. In fact most job-specific skills are not obtained through formal education or training. Instead, firms hire and train workers. Access to good jobs occurs through job ladders. Getting a good job may depend more on convincing an employer of one's potential for learning than on arriving already trained.

To the extent that vocational education does improve youth employability, it may do so either because it imparts saleable skills to participants thus giving them access to particular labor markets or because it has a comparative advantage over other curricula (general, college prep) in encouraging certain young people to stay in school and acquire basic skills plus a high school degree. Either of these should show up in increased employability for youth who participate in vocational education programs, after adjusting for other differences such as scholastic aptitude and socio-economic status.

Evaluation of the labor market effects of past vocational education is not encouraging. Our review of the evaluations relied heavily on the most recent and extensive study, Vocational Education and Training: Impact on Youth, by Grasso and Shea, on several surveys of the literature, and on a Symposium on Education and Youth Unemployment sponsored by our Commission and the National Institute of Education.[3/]

[3/] For a list of the participants, papers and a summary of the proceedings, see John Brandl, "Report on a Symposium on Education and Youth Unemployment" October 1979, available from the Commission. The Symposium was held September 6-7, 1979, in Reston, Virginia.

Summarizing research based on the four major national longitudinal surveys of youth conducted during the last 20 years, Grasso and Shea report:

> Research on the relationship between curriculum and labor market and other post-school outcomes may be conceived as constituting the major evidence on the effectiveness of vocational education programs. A large body of work has been completed since the passage of the Vocational Education Act of 1963. However, it does not provide compelling evidence supporting the alleged labor market benefits of high school-level vocational education.4/

Reporting on the specific findings of their own empirical study, Grasso and Shea conclude:

> We failed to find convincing evidence of an alleged labor market advantage of vocational education for young men.... Differences were either inconsistent or were not statistically significant on virtually every criterion measure: unemployment, occupation, hourly rate of pay, annual earnings, and so on.5/

The Grasso and Shea study is especially provocative because, unlike most earlier studies, it produces results for both men and women. Female students in the vocational education curriculum were more likely to finish high school, have higher hourly wages and higher annual earnings than their counterparts from general programs. For certain women, vocational education also reduced the probability of of unemployment. These results were particularly related to the acquisition of typing and other clerical skills.

4/John T. Grasso and John R. Shea, "Effects of Vocational Education Programs: Research Findings and Issues," The Planning Papers for Vocational Education Study (Washington, D.C.: National Institute of Education, April 1979), p. 159.

5/John T. Grasso and John R. Shea, Vocational Education and Training: Impact on Youth, (Berkeley: The Carnegie Foundation, 1979), p. 156.

These are skills for which demand is projected to expand and which can be successfully taught outside the workplace. A troublesome implication, however, is that channeling women into clerical training perpetuates occupational segregation which was held down earnings for women.

There is some evidence that the vocational education curriculum has a positive effect on staying in high school. The Grasso and Shea data shows that female vocational students are more likely to finish high school than their counterparts in the general curriculum. The data are less definite for men. While vocational education encourages male students to stay in school, over time it is unclear that they are more likely to finish high school than males in the general curriculum.

While the research findings on vocational education are not completely conclusive, statistical evidence from a variety of sources is accumulating that young men who have participated in vocational programs have no more success in the labor market than those who have not, after adjusting for other differences between the two groups. The effects on young women, while appearing to be more positive have resulted in occupational stereotyping which has lowered life-time wages and career potential for women. Several studies suggest that the main advantage vocational education graduates have over nonvocational graduates is much better job placement. However, this initial advantage appears to dissipate over time.

Finally, none of the above comments is meant to imply that there are not some excellent programs which have benefited some individual students in some localities; nor are they meant to imply that vocational education cannot be improved.

Promising areas in vocational education appear to be where: (1) there is emphasis on combining classroom learning with a work-related component; (2) there is concentration on those occupations which are best learned in the classroom setting; (3) there is an effort to link training to known labor market opportunities; and (4) there is emphasis on sustained, integrated approach to youth employability combining the provision of basic skills, job skills, job-seeking skills and placement.

Compensatory Education

In general, there is a strong correlation between being economically disadvantaged (based on parents' income) and educationally disadvantaged (based on measures of achievement). High school dropouts, who are also disproportionately black and Hispanic, face a significantly higher probability of becoming unemployed than do high school graduates. Finally, educational problems appear to be disproportionately an urban problem. Cities over 200,000 contain 15 percent of the children in grades 1-6, but 25 percent of the educationally disadvantaged children.6/

The National Assessment of Educational Progress (NAEP) shows that many young people, especially minorities, have not acquired basic skills in the schools. Early work by the Commission documented this problem.

> Due to the operation of the National Assessment of Educational Progress, a great deal is known about the academic competencies of 17-year old youth. Approximately 80 percent of them read simple material, compute, and write straightforward descriptions. A smaller proportion can use computation appropriately in common life situations. About 20 percent of the 17-year olds have not acquired these academic skills. They are largely from homes of poverty, living in inner-cities or in rural areas. These skills are basic elements of competency for most of the jobs likely to be obtained by noncollege youth, and they are lacking in the young people who most need employment.7/

The federal government has recognized the need for funds to help schools do a better job of teaching basic skills to disadvantaged young people. Title I of the Elementary and Secondary Education Act of 1965 was established to provide financial assistance to help meet the special educational needs of disadvantaged children, and is the largest education program in the federal budget. Approximately 6 million children in over 14,000 schools were served by Title I programs

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6/Vincent J. Breglio et al, Students' Economic and Educational Status and Selection for Compensatory Education, Technical Report #2 from the Study of the Sustaining Effects of Compensatory Education on Basic Skills (Santa Ana: Decima Research, January 1978), p. 92.

7/Ralph Winfred Tyler, "The Competencies of Youth," in From School to Work: Improving the Transition, The National Commission for Manpower Policy, April 1976, p. 107.
See also: Eli Ginzberg with Glenn Marshall and Gwendolyn Barnes, Tell Me About Your School, the National Commission for Employment Policy, Special Report No. 35, Forthcoming.

in 1976-77, at an average per pupil cost of about $450. Although the legislation does not restrict funding to the elementary level, most of the students served are in the first through sixth grades.

Title I is set up so that funds are allocated to school districts on the basis of concentrations of economically-disadvantaged (low-income) students. Schools then select educationally-disadvantaged (low-achieving) students for participation in compensatory education programs. As a result of this dual basis for determination of "disadvantaged," about 40 percent of elementary students from poverty backgrounds and 47 percent of elementary students who are one or more years below grade level in achievement receive compensatory assistance.[8]

While it is hoped that increasing educational competence will eventually lead to a reduction in youth unemployment, the connections between education and employment are not well understood and continue to be a topic of unresolved controversy. Educational attainment (years of schooling) appears to be more highly correlated with earnings and employment than does educational achievement (test scores). In any case, even if achievement is not directly related to labor market prospects, it does seem to lead to higher attainment which appears to have a more certain relation to later employment.

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[8] These figures are taken from a study specifically designed and commissioned by the Office of Education to respond to a congressional mandate to provide such information. About one-third of each group received Title I compensatory assistance. (Breglio et al, pp. 16 and 29.) These figures diverge significantly from those indicated in an earlier study which was not designed specifically to provide such estimates. In this study it was reported that about one-half of elementary students from poverty backgrounds receive compensatory assistance in reading while two-thirds of educationally-disadvantaged students receive such assistance. See George Mayeske, Technical Summary: A Study of Compensatory Reading Programs, Washington, D.C.: U.S. Department of Health, Education and Welfare, Office of Education, 1976), pp. 12-13.

In evaluating the performance of schools under Title I, we cannot observe a direct link between compensatory education and success in the labor market, since the youth who participate in these programs are mostly very young. However, we can ask if cognitive skills are being increased as a result of the programs. Congress has asked this question, and included in the 1974 amendments to Title I mandates for several new studies. One of these mandates directed the National Institute of Education (NIE) to conduct a comprehensive study of compensatory education in time for the next Title I reauthorization in 1978. Another mandate directed the Office of Education to conduct or monitor several studies of compensatory education, including a longitudinal survey of the effects of Title I. The NIE study is now complete and will be summarized below. The various Office of Education (OE) studies are partially complete, and we will report on the results to date.

In its preliminary reports, the NIE specified three evaluation issues. Briefly, they were:

(1) were federal funds allocated to states on the basis of numbers of low-income students?

(2) did school districts provide special services for low-achieving students?

(3) did cognitive skills of low-achieving students improve?

Congress was quite concerned with the question of who was receiving Title I funds. Considerable resources in both the NIE and OE studies went into answering this question. If services are not received by disadvantaged students, then the question of whether Title I funds improve the cognitive skills of disadvantaged students is hardly meaningful.

Fortunately, both the NIE and OE studies show that school districts receiving larger allocations of Title I funds have larger numbers of poor children and that per pupil expenditures on low-achieving students are greater than on other students. For example, the NIE study found that in the lowest-income districts Title I aid per pupil is more than five times as large as Title I aid in the highest income districts.

In addition to the finding that Title I funds are being channeled toward the disadvantaged, recent evidence also suggests that Title I programs improve the cognitive skills of disadvantaged children. The evidence comes from state and local sources as well as from the major national NIE- and OE-funded studies already mentioned. An important issue, which is now being studied by the Department of Education, is whether these positive impacts are sustained beyond the students' participation in the compensatory program.

Conclusion

While our understanding of youth unemployment is still incomplete, we have learned much over the past two decades since we first began special efforts to improve education and employment opportunities for disadvantaged young people.

We have a much better understanding of the dimensions of the problem and which youth will fail to make the school to work transition successfully.

We more fully realize the complexity of the problem in terms of its causes and solutions, and have recognized the interrelationship between education, training and employment and the need for greater cooperation and coordination between these activities.

We have learned that being ready for employment (that is, having basic skills, good work habits, and the ability to absorb new skills on the job) is critical and will become increasingly important in the 1980's as low-skilled jobs in industry and agriculture decline.

We have learned that successful remediation for those most disadvantaged in school and in the labor market can sometimes be accomplished, but that this often must involve a substantial investment of resources, personnel and time.

We have recognized that our original expectations for youth labor market policies and programs were certainly too high and that we must be cautious about expecting or promising too much in the future.

Finally, we know there are a substantial number of youth who will continue to be at a disadvantage in the labor market of the 1980's. It is critical that the federal government, as well as state and local governments, business, labor, education and community based organizations, work together and increase their efforts to help these youth.

EXPANDING EMPLOYMENT OPPORTUNITIES
FOR DISADVANTAGED YOUTH

Recommendations of the National Commission
for Employment Policy to be included
in the Commission's Fifth Annual Report
to the President and the Congress

I. EXECUTIVE SUMMARY

Goals

Given high and rising rates of unemployment, especially among minority youth, and the cumulative deficits which are often produced by growing up in a low-income or minority family and community, the Commission recommends that the nation make a new commitment to improving the employment prospects of disadvantaged youth. More specifically:

- The President and the Congress should identify the employability and employment problems of disadvantaged youth as a domestic issue of critical importance to the future well-being and security of the nation and pledge that the federal government and the nation will devote the resources and efforts necessary to its amelioration.

- While the federal government should take the lead role, state and local governments, business, labor, education, and community based organizations must undertake substantial responsibility for improving the employment prospects of disadvantaged youth. The local leaders of all of these organizations should make a new commitment to work together on ameliorating the problem, and local employers should be fully involved in helping to plan and implement these efforts.

- Federal resources should be targeted on youth most in need. While there is no simple way to identify this group, those youth most at risk come from low-income families, are members of a minority group, or live in areas with high concentrations of low-income families.

- The major objective of federal education, training, and employment programs for youth should be to improve the long-term employability of these youth; that is, their basic education, work habits, ability to absorb new skills on the job, and other competencies which will permit successful integration into the regular work force.

Elements of A Youth Policy

The Commission believes that any new set of policies should be based on the following set of principles:

- Youth unemployment should be viewed principally as a structural problem and long-term solutions sought. Nevertheless, there is no question that sustained high levels of employment are an important precondition for substantially improving the labor market prospects of disadvantaged youth.

- Remedying the educational deficiencies of disadvantaged youth must be high on the nation's agenda. Without basic literacy skills, youth are unable to take advantage of further education or training and will be permanently consigned to the bottom of the economic and social ladder.

- Our nation should renew its commitment to eliminate racial discrimination and cultural stereotyping in the labor market. In particular, all of our institutions must be involved in creating a new environment of trust and confidence between those who come from different backgrounds so that access to good jobs and treatment on the job are based on performance alone.

- Youth themselves must be more fully involved in improving their own employability and must make greater efforts to meet the perforance standards set by our educational and employing institutions. To encourage disadvantaged youth to do so, these performance standards must be clearly articulated and greater rewards for success in meeting them provided at each stage of the employability development process.

- Employment and training programs should be carefully targeted to provide second chance opportunities to those youth, who for reasons of family background, poor schooling, or race, are likely to be permanently handicapped in the labor market. These programs should be restructured, where necessary, so as to have a cumulative impact on the long-term employability of participants.

- There must be a new emphasis on moving those disadvantaged youth who are ready into unsubsidized private and public sector jobs. While sheltered experiences may be appropriate at various stages in their development, the ultimate goal should be to create opportunities for them in the regular labor market. The federal government should consider using a variety of expenditure, tax, and regulatory powers to achieve this objective.

Specific Recommendations

The specific recommendations which the Commission believes would implement these principles follow:

To provide adequate job opportunities:

(1) In the event that the unemployment rate rises substantially, that is to 7 percent or higher, and more particularly if it stays at such a high level for a sustained

period, Congress should expand funding for priority national goals such as energy conservation. In so doing it should stipulate that private firms which obtain contracts to further these goals must hire a percentage of disadvantaged youth and adults who are designated by the Job Service or by CETA prime sponsors as being ready to work.

To improve basic educational competencies:

(2) The President and the Congress should support new funding for compensatory education in the secondary schools. These funds should be used to improve the basic skills of young people from disadvantaged backgrounds, through well-funded, intensive programs involving special tutorial efforts, extra after-school sessions, alternative schooling opportunities, compensatory education linked to occupational training, and in-service training for teachers.

The effectiveness of Title I of the Elementary and Secondary Education Act in the elementary schools must not be jeopardized by a reduction in funding at this level. What is needed is a comparable program at the junior and senior high levels (a) to sustain the positive effects achieved at the elementary level and (b) to provide a second chance for those not adequately served at the elementary level.

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(3) To encourage a partnership with other local institutions, a portion of the new compensatory education funds recommended in (2) should be set-aside for allocation on the basis of close consultation between the schools and CETA. This would be comparable to the 22 percent set-aside under the Youth Employment and Training Program which should continue to be allocated on the basis of such consultation. The new set-aside would encourage additional joint efforts on behalf of CETA-eligible youth and might lead to the development of more alternative schooling opportunities.

(4) The Secretary of Education should be provided with special funding to collect, integrate and disseminate information about exemplary programs, such as the adopt-a-school programs in Oakland, Baltimore, and Dallas. While schools must retain flexibility to deal with local conditions, what has been learned about effective ways of motivating and assisting disadvantaged youth to acquire the basic skills should be mobilized to promote wider sharing and adoption of the successful models.

To broaden opportunities for minority and female youth:

(5) The EEOC should encourage companies with overall low minority and/or female utilization to improve their utilization

by hiring job-ready youth from inner-city schools or those trained through CETA programs.

(6) Education, vocational education, and CETA programs should be implemented in ways that will broaden the occupational opportunities of young women from disadvantaged backgrounds.

(7) Teenage mothers should be treated as a high priority group in both WIN and CETA and their child care and income needs should be fully met, with no diminution of support under AFDC when they participate in an education or training program.

To link performance to rewards:

(8) Schools and prime sponsors should be encouraged or required to establish local performance standards and disadvantaged youth who achieve the standards should be rewarded with entrance into a more generously stipended program or with a job opportunity. Those who fail to meet the standards should be given second chance opportunities, whenever possible.

(9) Prime sponsors should encourage the Private Industry Councils to obtain specifications from employers about the criteria they use in hiring young people, and, to the greatest extent possible, secure commitments from them that young people who meet their requirements will have a job opening when they leave school or a training program.

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To improve employment and training programs:

(10) The Administration should request, and Congress should enact, a consolidated youth title under the Comprehensive Employment and Training Act, the principal goal of which should be to improve the employability of economically disadvantaged youth ages 16 through 21.

(11) The Department of Labor should encourage CETA prime sponsors to invest substantial funds in remedial programs for the most disadvantaged, even if this increases costs per individual and results in a smaller number being served.

(12) The Job Corps should be maintained as a separate program, and once current enrollment limits are reached, the program should be further expanded.

(13) The Congress should designate the eligible population under the new consolidated youth title as all youth from families in which income was at or below 70 percent of the Bureau of Labor Statistics lower living standard.

(14) Prime sponsors should be permitted to utilize up to 20 percent of their funds under the youth title to assist youth who do not meet the income requirement but nevertheless face substantial barriers to employment.

(15) The majority of the funds for the consolidated youth title should be distributed by formula to local prime sponsors. However, a sizeable portion should be set aside for supplemental grants to areas with high concentrations of low-income families and another portion should be reserved to the Secretary of Labor to reward superior performance or to fund innovative programs, particularly those of an interdepartmental nature.

(16) Congress should provide for forward funding, a five-year authorization and additional emphasis on staff development under the new youth title.

To move disadvantaged youth into regular jobs:

(17) Short-term, subsidized work experiences in the private sector should be permitted under CETA with safeguards to insure that employers do not misuse the program and that the youth are provided with a carefully structured and supervised learning experience or training opportunity.

(18) The President, with advice from the Office of Personnel Management, should consider making youth, who have successfully completed a CETA program involving experience in a federal agency, eligible for conversion to entry level positions in the career service on a noncompetitive basis.

(19) The President should direct the Secretary of Defense to review the experience of Project 100,000 during the late 1960s which was successful in recruiting and providing special training for 246,000 young men who did not meet the regular qualifications.

(20) When the various pieces of legislation that authorize grants-in-aid are being considered for adoption or renewal, the Administration and the Congress should consider writing in provisions that would encourage or require that the grant recipients employ a specified percentage of disadvantaged youth who are referred to them as job ready by either the Job Service or the CETA prime sponsor.

(21) The President should direct the Office of Management and Budget, with the assistance of other appropriate agencies, to determine whether and how the procurement process might be modified so that there would be new incentives for employers to hire structurally unemployed adults and disadvantaged youth.

Finally, to insure long-term cumulative progress in improving the employment prospects of disadvantaged youth, the Commission recommends that:

(22) Congress should review annually the extent to which the gross discrepancies in the employment to population ratios and

the unemployment rates for minority youth relative to white youth and adults are narrowed as a result of implementing the foregoing recommendations. In the absence of substantial and continuing progress in narrowing the gaps, the Administration and the Congress should seek to fashion revised and new programs which hold greater potential to ameliorate the present intolerable situation where our society has no regular job opportunities for many young people who come of working age.

Chairman PERKINS. Thank you very much.

Mr. Hawkins, go ahead with your questioning.

Mr. HAWKINS. Mr. Chairman, I regret that I was not present earlier. I wish to apologize to my good friend and superintendent of schools in California, Dr. Riles, for not having been present at the time he was presented to the committee. But, of course, this is not the first time that Dr. Riles has made a contribution to the committee, and for that reason I hope that I will be forgiven.

Dr. Riles, because you happen to be one of the few witnesses who appears before this committee because of distance away from the seat of government, let me ask you about a concern that I have with respect to this proposal.

I have made no bones about my opposition to the proposal, let me say, so I want you to know where I am coming from, so that my criticism will not be confused with some of the questions that I ask.

My fear is the disruption in a program that has not yet been completed, beginning in 1977 when we attempted through the Youth Employment and Demonstration Projects Act to establish some demonstrations programs combining education with employment, and actually mandating a certain amount of collaboration or cooperation between local education agencies and the CETA system. Much of that has had inadequate evaluation until this time, and we are now in the process of evaluating some of the experience under that system, and a decision must be made this year as to whether or not we are going to continue the current system, or whether we are going to shift to a new one.

So in a sense we are now in the process of shifting without evaluating whether or not we have learned anything, whether or not the money has been expended wisely, and whether or not we are going to build on a structure that may be more solid than a new one that will not be operational until 1982.

My first concern is that disruption, and whether or not as a result of it we will be led astray in making basic changes in either the education system or in the manpower programs where there is even more criticism than in the education side.

The second concern that some of us have is that we are proposing again to attempt to teach young people in the 7th to 12th grades what they were supposed to have been taught earlier and by the same institutions, which may not in itself be too bad, but we are doing this without really seriously questioning why they failed to learn earlier.

It would seem to me that there is good reason at this time to face up to the realities in the field of education as to why children in the primary grades and the elementary grades have failed to learn, and must again be taught; or whether or not we are actually teaching again the same ones or different ones—this has not yet been established—which in a sense means that we will go on with the same education policies and practices that we have had thus far, rather than changing them and in that way reaching the children at an earlier age.

We recognize that that perhaps educational policies are being addressed as a result of certain pressures. So it is within that general area that I, and a few others, question the wisdom of the proposal. We are still waiting for the printed bill, and there are certain portions of it that appear to be somewhat defective.

With that background, may I pose a question to you, Dr. Riles, because I think it touches on California and we so seldom have an opportunity to relate some of these proposals to a particular State, or the State that I am personally interested in.

Recently I was contacted by members of the California State Legislature with regard to the new law that has been adopted in California concerning proficiency standards as measured by tests. It is my understanding that these tests are being made at the high school level, and that those who fail to pass the test—this obviously would relate to the proposal because you have in actual operation a test being given at the high school level, and those students who don't pass the test are not given a high school diploma, and those who fail, my understanding is, will not be able to receive the Federal assistance in order to be provided with remedial education.

I know there is a great amount of contention going on with respect to this because it simply means that at a particular stage in the life of a child, we test the child at a later age, and on that basis affect the child's life by whether or not the child is going to be given a diploma indicating that that person has successfully completed his education, and perhaps that may stereotype that individual through such an adverse testing score.

I think it just brings out the point that I made earlier—has that child failed, or has the school failed the child in that if we were successful in insisting that we concentrate in the lower grades to begin with, and made sure that one has the ability of reading, writing, and doing simple arithmetic as one advances through the grades, we would not be faced with this problem in the high schools that would require any new legislation.

I don't know whether you agree with this or not, but I wonder if you would care to give us any comments on this type of a situation?

Dr. **Riles**. I will be delighted, Congressman Hawkins. I think your question was to comment on the proficiency test.

We do have a lot that goes into effect, or at least it will be operational next year, where the juniors in our high schools this year will be tested next year and if they fail the test, they will not get a diploma.

I would like to comment on why this is being done. There has been a lot of pressure around the country, and in our own State, a lot of criticism that youngsters were getting out of high school without being able to read and write.

Frankly, in my opinion, the question is overstated. The fact of the matter is that in California 85 percent of our students are doing very well, and 15 percent are not. There is never any publicity about the 85 percent that are doing well, but there is always publicity about the 15 percent. I have to tell you that I am concerned about the 15 percent also, but we need to keep it in balance.

As a response to those youngsters who are not succeeding, Mr. Gary Hart came up with a bill, I think it was 2 years ago or 3 years ago, to give a statewide test. I asked him to modify the bill because we did not want to give a statewide test. We have 1,044 school districts. We talk about local control. I said, why doesn't the local district set the high school criteria for graduation. That is the way the bill came out, and our role in the department is to help and assist.

On your question of doing something earlier, you may recall, Mr. Hawkins, that in Florida they had this one-shot test at the 12th grade level. The failures on the test were those of the poor and the blacks, in this case, and they were sued by the NAACP. This is one of the few cases where we, in California, have been able to look back and note the experience of others, and modify it.

Our law requires that the youngsters be tested for basic skills between grades 4 and 6, between 7 and 9, and in 10 and 11, as well as the 12th grade level. The idea is precisely, if the child is not making it, to address his needs long before he gets to the 12th grade level.

Second, what my role has been, or one of my roles, to notify the parents, the child, and everyone concerned that "At one stage, you are going to be faced with this problem."

Let me speak now from what I perceive to be the point of view of minorities or disadvantaged, or at least it is my position. I found, for example, in questioning the people who were in Florida—I am talking about the parents of the children who did not make it—their attitude was a very interesting attitude. It was, "We know the school has not been doing its job. We know our kids haven't been failing. Maybe now someone will do something about it."

I agree with you, we have a job to do here. Maybe the diploma, whether you get it or not, is a way to do it. We will have to see. We have not gone through it in California. I have had people come up, legislators and others, school districts, and say: "Why don't we give a certificate of attendance to everybody who doesn't pass the test?" I said no. The reason I said no is that that is another way of escape. I know who would get the certificate of attendance. My commitment is to see that these kids make it, and I hope that this is one way of doing it, and I hope that we don't stigmatize youngsters.

Let me just comment further, Congressman Hawkins, and say that title I of the Elementary and Secondary Education Act has not been a failure in our State. Rightly, we concentrated at the elementary level because you have to begin there. The problem is that this act has never been funded to reach, as you well know, all of the youngsters that need help. Second, we have not had enough money to go up into the high schools.

Third, the act provides, not through anyone's fault, a disincentive. Let me give you an example. The 92d Street School, and I think you know where that is. I visited that school a few years ago. It was 90 percent black, and I found out that the principal, the teachers, and the parents were very unhappy with title I. I want to tell you why they were unhappy. They had taken that money, and the guidelines, and put in enthusiasm to raise the achievement levels of those youngsters, and within 3 years those youngsters at the 92d Street School were reading and computing above the Los Angeles district average. Whereupon, they became ineligible for the funds because the way the regulation is written is that you concentrate it on those who need it. I submit that they still needed it.

Part of the problem we are having with high school that we stimulate the youngsters and get them ready, and then we withdraw the money. Then the high schools go on exactly the way they had been going on before. That is one of our problems.

Mr. HAWKINS. Dr. Riles, that is precisely, it seems to me, the point that we are trying to make. We are overlooking that problem at the lower grades, while directing attention away from it in a proposal that attempts to patch up at a much higher level.

Just recently, according to a report that I have from the Los Angeles School District, for example, there was a sharp drop in reading scores at the fifth and sixth grade levels. Then, according to the report, the third graders' scores remained unchanged. However, district scores at all four grades, that is, the fifth, sixth, and the eighth grade as well as the third grade, were below the national average.

This indicates that there is something wrong there. You have indicated that there was success in a school, and I know that. You know that my support for compensatory education has been unwavering over a long period of time, primarily because of the tremendous leadership that you have given to this, and I certainly commend you on it.

The point is that in many of the school districts there is a tremendous need at the lower levels to find out what it is that we can do to advance students and to make them such that when they get to the high school level they will be able to read and write adequately, and do simple arithmetic, and meet the standards of proficiency tests, rather than suddenly wake up to the fact that here is a student about ready to graduate according to age, who has been inadequately taught and passed on at the lower grades.

It would seem to me that if we are going to address what is wrong in the schools, we would begin now before going on and perhaps compounding the errors that we have been making, to address these basic questions in the field of education. I don't think that that is what we are doing. We are simply saying: "Here is some money available. Let's grab it."

The money is available and it may do some good in a new experimental program, which we are not so sure that it is going to, and we are forsaking completely what we have been doing for 2½ years under another program that tries to provide that link, and build on that.

Dr. RILES. I would like to comment on the Los Angeles scores. I have not seen that data.

Mr. HAWKINS. This was in the Los Angeles Herald Express, if you will forgive the reference, dated December 1, 1979. I have asked the school district to submit their scores, but apparently the newspaper got the scores before I got them.

Dr. RILES. And before the department of education.

Mr. HAWKINS. Whether they are right or wrong, I don't know.

Dr. RILES. I can tell you this, statewide in California, where we have tested over the years, and we test at the 2d, 3d, 6th, and 12th grade levels, California students on the average are scoring above the national average in the 2d, 3d, and 6th grades, and the scores are going up. This has been consistent. At the 12th grade level, they have been going down.

In Los Angeles, I am not surprised really, although I had not seen those, because with the confusion and traumas going on in that district for the last 3 or 4 years on the integration question I am not surprised that they are not lower than they are.

So much for that. I would only say that it is easy to assess, and we can try to assess blame on why this thing is happening. I gave testimony here on why I believe we had a constructive approach. I don't think you can blame the schools alone. I don't think you can blame the parents alone. I don't think you can blame anyone alone. It is a joint approach. Where we have put parents as well as school people together at the school site to take a look at the needs of their youngsters, to come up with a program to meet those needs, to evaluate those needs at the school site level, and give them the money, instead of some bureaucrat at the district or State level. We have seen things happen because it is the parents who are concerned with their children more than anyone else. That is a thrust that I think we ought to make.

With regard to CETA, it has been a positive thrust so far as I am concerned, but I have to tell you that we got off to a very rough start. We got off to a rough start because people from the department of labor in our State did not want the schools involved, absolutely did not want the schools involved. That attitude was reflected. I had to call my friend Tom Bradley early at the beginning, and say: "Look, Tom, we have to get together on this." I believe we have worked this out.

There is another problem that I see with youth employment, which I have not heard very much about in the literature. These people are put on the bottom rung of the ladder. When the money is cut out, or after the program runs its course, they are dropped. My idea is that we ought to have a structure where there is some upward mobility in the thing, otherwise I don't think we are going to make it.

I share your frustration, Mr. Hawkins, on this. I can only say that I am willing to work with others, and do everything that I can to deal with the problem, because when I look at the fact that youth generally are unemployed and idle in this country, and minorities in particular—42 percent—that is totally unacceptable so far as I am concerned in this country. This is why I applaud any effort to try to deal with it.

I certainly respect your position on this. You have guided me and counseled me for all these years. I think we have an appointment this afternoon, and I hope we can discuss this and other matters.

Mr. HAWKINS. Thank you, Dr. Riles.

Mr. Chairman, I am sure I have exceeded my time. I did want to commend the other witnesses. I regret that I confined my questioning to only one of them, but the panel this morning has been a very excellent panel.

Chairman PERKINS. Thank you very much, Mr. Hawkins.

Mr. Goodling.

Mr. GOODLING. First of all, Dr. Riles, I want to commend you for your testimony.

We also have to realize at the present time we have hundreds of thousands of youngsters in grades 7 through 12 and dropouts whose needs must be met. We cannot just forget about them and instead concentrate our efforts on existing programs aimed at younger age groups. We don't have time to do that in my estimation.

Some of your quotes, for example:

> I do believe that it will take both the school system and the manpower training system to be integrated into providing the solution for job training and job placement for students if anything real is to happen—

Then you continue—

> These separate approaches have not brought the desired result, and I for one do not believe that amendments to title I, or perhaps amendments to vocational education, or some combination of both, will be sufficient to bring about the amalgamation that I strongly believe is necessary. I think that the Federal Government can only signal a new way of doing business by passing legislation which is clear in its intent that school systems, manpower training systems, local governments and communities must develop forms and processes for attacking what has been over the past several decades a social problem without an effective solution. I would recommend that you continue the emphasis in the administration's proposal for a dual attack on the problem.

I like those reassuring words because you have a big job to do in your own delegation, I am sure, if in fact anything is going to come of this legislation.

Having been in the business, I realize that when we are talking about these older youngsters there has to be a different kind of incentive. There has to be some kind of light at the end of the tunnel. It is pretty difficult to take a teenager and impress upon him the remedial needs that he has, and get him to really get totally involved unless he can truly see a light at the end of the tunnel.

Our problem has been in trying to get these agencies, as you mentioned, working closely together. So, I appreciate your testimony, because even though I realize the legislation needs a lot of rewriting, the concept, it seems to me, is what we should be moving toward.

I notice that you are the only witness that we have had to this point, who has had a real constructive thought about the school site council. The gentleman representing the teachers, or some segment of the teaching profession, last week, of course, indicated the idea of having them as an advisory group was not a problem. But, he did say we had already legislated so many of these councils into becoming legislators within the district in relationship to education.

I think you explained you apparently had had a better relationship along this line. Is there anything in this legislation you would suggest we do to make sure that it is a more acceptable thing to the masses, this idea of a school site council?

Dr. RILES. Thank you, Congressman Goodling. I would like to comment on the school site council. We developed this because we finally came to the conclusion that if you really were going to make changes and differences, it had to be at the school site. You had to frame it in a way where those people at the school site, the parents, the teachers, and other personnel, could tie in in a cooperative way, rather than an adversary way, to work to improve the school situation and the learning situation for their children. It has been tough to do it, but it has worked.

Mr. GOODLING. May I ask, how about in relationship to special education and the handicapped, where we have had complaint upon complaint upon complaint. We have had many complaints that the legislation has not worked as a matter of fact. Parent involvement has made it very difficult.

Dr. RILES. In our State, we set up a master plan for special education which interfaces with Public Law 94-142. It has worked reasonably well. Our problem has not been with the school site. It has been here with BEH in getting our plan approved.

We set up a due process procedure, for example, for complaints. We require that—on the placement of a child—that the parents, the specialist and the teacher must agree, for example, on the placement of the child. If either party disagrees, it goes into a fair hearing procedure. That fair hearing is held, and it finally gets to me. I make a determination on it.

I think in all these situations there must be procedures provided for people to determine their grievances. But if the school site council is working very well, you settle most of the grievances before they become grievances, because there is dialog and understanding, and a working together on the situation.

Mr. GOODLING. Let me ask one other question. Some of our staff, I believe, visited numerous districts in California, and one of the things they heard constantly, as I understand, was that the LEA's indicated much of the duplication in paperwork, or the additional paperwork was coming from the State. The State programs were slightly different than ours and therefore required a double set of paperwork, et cetera.

In this legislation, as it is proposed, can you see the load being lightened as far as the LEA's are concerned?

Dr. RILES. I would certainly like to comment on that. One of the roles that the Department of Education in our State plays—and certainly I know the Office of Education plays—is that the people at the local level can blame someone else, and then we at the State level can blame Washington for the situation.

We took this very seriously, and we went out into the districts and brought in people who did the complaining. We said: "This is what we have to let the legislature know, the finance department know. This is what we have to be accountable for. What do you suggest? How would you like to report, so that we can be accountable?" That is what the question is.

This committee, and this Congress, and the administration want to know how the money is spent. How else do you do that unless you have a way to report. The way we did it is:

> We are going to come up with three forms. One, we suggest you give these answers. Here is another simplified form, and you don't have to fill in any blanks, you tell us in these areas what you are doing with the money. Here is another way you do it. This is a blank piece of paper, you tell us how to do it.

We found, Mr. Goodling, that most of the paperwork was self-generated, or generated at the district level by people who were anticipating what our people might ask when we got out there. So they flooded us with paperwork. Having said that, it is an ongoing problem. We fight it. We just have to keep on fighting it.

If you will permit me, I would like to mention one thing that I don't think is in this legislation, which I think is very important. That is, how do you build in an incentive for districts or for schools, in this case, to perform at their best.

If you will permit me, I would like to tell you that because I don't see this anywhere else. In the first place, it is a phase-in proposal. I understand that this proposal—I have not read the law, but the specifications seem to indicate that you are not going to try to do this in every school, and maybe you don't have the money to do it in all the schools. If you did, I am not sure out of my experience, as Mr. Hawkins was saying, that you should go full bloom in the first year.

We hit upon an idea where you took the school where most of the disadvantaged youngsters were. These were the first to go into the program. When they got their plans in, and approved, and their goals were set, we said we will allow the district to bring in other schools, providing the plans are met in the schools that are already in. We had to get support to do that because that first year there were some schools that did not make it.

The point I am trying to make is that we had parents and teachers planning in the other schools to come in, and when their school did not make it, those schools out there could not come in. The pressure, then, was placed upon that district and those schools to do a good job; that is, meet their goals; otherwise they were preventing other schools from coming in. It has been a great incentive.

We did not take the money away from them, but we just simply said: "You cannot expand unless the schools that are now operating operate well."

I encourage some kind of incentive for effectiveness because otherwise, as much as I hate to say it, you will just have people asking for the money. As I was suggesting to Congressman Hawkins, if you succeed, you will be kicked out of the program, and that is a disincentive. Our people are professional, but if you say to them, "If you achieve excellence in your school, then you will no longer be eligible," I am afraid many people will feel that it is to their advantage moneywise not to get their students to achieve excellence.

I am concerned that we approach the problem from this level, and find ways to do it. It may not be our plan, and it may be some other, but just to hand out money and hope that something will happen, I think, is part of the frustration that Mr. Hawkins has.

Mr. GOODLING. I am going to have to ask those of you on the panel to submit a couple of answers in writing. There may be some who have a problem with the maintenance-of-effort part. I was thinking of California, possibly, with proposition 13, and so on. Some of you may want to respond to that.

The second thing I would like you to respond to in writing, is: There are those of us who believe that for the distribution of the money in relationship to the planning part we do not need this fancy mechanism which is written in the administration proposal.

For planning purposes alone, perhaps, the distribution of funds could be done through ESEA title I. You are just talking about the planning and not the implementation. The way the administration is talking about getting planning money out, it could be 2 years until you ever get that planning money. It is such a complicated mechanism. So, I would like you to respond to that.

Mr. Frazier, of all those who have testified, you are the only person that I know of who has raised a budget concern. We appreciate your bringing it to our attention, too, because we realize that we have a real problem, particularly when I think of what I heard over the weekend about forthcoming budget cuts. One of the areas that they were talking about cutting tremendously was manpower training, which is sort of contradictory to this proposal, I suppose.

Mr. Frazier, you talked about the State being left out as a partner. Would you just briefly expand on what you had in mind?

Mr. FRAZIER. My concern, in talking with others yesterday—I came in a little early and I tried to get further background on this—was that basically there was some uncertainty in those who were proposing the legislation as to what was the appropriate role of the State. Specifically, I see most States trying to be responsive to their citizens by long-range planning—plans for the 1980's and 1990's. Departments of local affairs, labor, business, and others are generating the needs of those States, projected employment needs, and so forth.

The Federal Government is jumping so expensively to the local level and to the prime sponsors to develop their benchmarks that we have that middle group that will also be setting priorities and objectives, and that the Federal legislation will not include or recognize those kinds of middle-level objectives.

So I would like to see some way that the local prime sponsors in a given county would also have to take into consideration the broader needs of regions or States in their plans for training people for the future. Otherwise it could become a very parochial act.

Mr. GOODLING. Two other things, and then I will quit.

Mr. Wurzburg, perhaps you would respond in writing because I don't think that I will be able to take the time, or to piece it all together. On page 6, I wonder if you could detail for me just how we would improve that part.

Mr. WURZBURG. Do you mean institutional collaboration?

Mr. GOODLING. Yes. In relationship to what you said on pages 3 and 4, I was wondering how we could improve the situation in relationship to page 6.

Dr. Smith, your statement in relationship to the male vocational education graduate sort of floored me. That is not true in my area because of the close working relationship between the prime sponsors and between labor and management, and so on.

I thought that this piece of legislation, of course, was geared toward trying to eliminate the problem that you say you found in your study, when you said that the male vocational education graduate really did not have any advantage over anyone who graduated from any other kind of program.

Do you see in this legislation a possibility, if it is worked out properly, of changing those statistics that you were reciting?

Dr. SMITH. As I said, the overall results of the national averages are very discouraging. It is not to say that it is not working in some areas. Some elements that would make it more successful are, indeed, in the proposed legislation. In particular there is an element that would encourage vocational education planning to be done in conjunction with employers in the community, so that before a program is established that there be some assurance that, indeed, there will be jobs at the other end. I think that that is very important.

Mr. GOODLING. Thank you, Mr. Chairman.

Chairman PERKINS. Mr. Kildee?

Mr. KILDEE. Thank you, Mr. Chairman.

Dr. Halverson, in your testimony you mention that the President's proposal encourages dropout prevention in its alternative education models. I concur with you on that.

Do you also believe that alternative education can play a role in dropout prevention; that is, trying to spot these students, and provide alternative programs in the public school system?

Dr. HALVERSON. Absolutely. We have a dozen such programs going in New York City. It seems to address particularly the problem that children have with very large institutions. The smaller, 400 or 500 student institution seems to assist a great many students who would otherwise drop out.

Mr. KILDEE. If you have any particular material already written up on those alternative type programs, could you supply that to the committee?

Dr. HALVERSON. We will do that, as well as the various studies of dropouts that we have.

Mr. KILDEE. I would appreciate that very much.

Mr. Wurzburg, would you care to comment on a type of alternative education program that is designed to reach those students who perhaps need the basic skills emphasized, and/or are in need of some affective education program?

Mr. WURZBURG. I should warn you that I am not an educator.

Mr. KILDEE. That sometimes help. I am an educator, but I always believed that education is too important to be left to educators alone. I think educators play an important role, but I think that we need everyone involved.

Mr. WURZBURG. My sense, after looking at CETA for many years, and actually working in a local program for a few years, is that there might be some ideas on how we can establish some alternative programs. There might be some ideas and models in some of the community based organizations. I think they have demonstrated better than anyone else that they can reach these youths better than the schools.

They have been much more flexible, and I suppose that that is an advantage of unsteady funding because they hire staff and fire staff from year to year. It is one of the virtues of the CETA system. They are much more flexible than the school system. I think some of them have been quite effective in creating and fashioning some alternative programs.

They don't have the emphasis on credentials for staff that the schools have, and a lot of them are steering kids toward GED's. There it is not particularly important what the qualifications of the staff are. What is important is whether or not they get the GED.

So if I were looking for some models on alternative programs that teach these kids who have not been successful in the traditional setting, and who have not found enough to keep them in the traditional setting, I would look at some of those programs, such as OIC, and Urban League.

I think that you will probably have to do it on a very ad hoc basis, but I think there are models there. This is one of the reasons, I think, that the tie-in between the manpower community and the education community is so important, because while the education community is effective by and large in serving most kids, it is that 15 percent that Dr. Riles was talking about that have not been served very effectively, that CETA and the infrastructure of community based organizations that CETA has formed have been working with. That is the group that they have been working with, and they have had some concentrated experience there.

Mr. **Kildee**. Does anyone else have any comments on the role of alternative education on a pre-drop-out basis, perhaps stressing the basic skills and affective education, either under the aegis of the public school system or another agency?

Mr. **Frazier**. If I could comment on that. I think that any survey would show that one of the most dramatic additions in the secondary arena in the last few years has been the public school development of alternative programs at the secondary level.

Many of the larger school districts have set up, in addition to the regular high school, other high schools that operate sometimes with smoking provisions that are not allowed in the others, a freedom that is somehow able to hold that student.

I think that we have gone to those programs, and you could cite many examples around the country where the public school system has already made these adjustments.

There was a second point that I was going to make, but I think that I will stop at that. You would not have to go to community based organizations to see good examples, and I would like to provide you with some of the outstanding ones around the country.

Mr. **Kildee**. If you could do that for the committee, and if you could send me some material. I have introduced a bill for alternative education under the aegis of the public school system. While I was in the Michigan Legislature I put in the school aid bill a section 48 which did just what you described. So if you have any material on that, I would appreciate it.

Mr. **Frazier**. A lot of public schools have looked with real interest at some of the studies that came out of the Kansas effort, in one of their large cities where the teacher in the regular high school took on, as a personal responsibility, weekly meetings with three, four, or five potential dropouts.

One of the most effective means of boosting that student, holding that student in the school was the commitment that the regular teacher made in the regular school program to sit down and meet with that child, and give the student some personal rapport. The dropout rate and the absenteeism went down markedly using the existing facilities and programs.

Mr. **Kildee**. Dr. Riles, you had a comment?

Dr. **Riles**. I would only comment that we have, in California, a widespread program and a lot of experience. This is not a new program. It is not funded with Federal money—it is what we call continuation high schools. These high schools have been set up for those youngsters who just simply, for one reason or another, do not fit into the program.

It is not a program for failures. It is a program for youngsters that just do not find themselves able to function in the structured situation of a regular high school. It takes a special kind of teacher for that. The students are making it and it is a good model. Even here it does not do everything. In other words, there have to be alternatives for different youngsters, and different approaches.

I have not found those community-based organizations that are doing the job. I am going to try to find someone who can show me those where I can visit, because if they can do the job I would like to see them do it. I want the job done. But I have seen a lot of money wasted in our State by dumping this problem on someone out there, without any help and without any guidance. I think that it has to be a team approach.

Mr. **Kildee**. The program that we had in Michigan reflects the attitude of your programs out there. Not all the students in those alternative education programs were deficient in the basic skills. Sometimes they had some problems with themselves, and they were unable to fit in the rigid system that they found in the regular high school.

What we are trying to do with my bill, and I am trying to prevail upon the White House to look at this, too, is to have some projects giving a great deal of flexibility.

Under section 48 in Michigan, the program in Traverse City, Mich., might be quite different than a program in Detroit or Flint, Mich., and the local public school people make those decisions on how they can form that program.

Did you want to add something?

Mr. **Wurzburg**. I just wanted to add one thing to what Mr. Frazier said, regarding the attention that school teachers give and the difference that makes. CETA is funded at a much lower level of resources than the schools, but one of the advantages that CETA does have over the school is the much lower ratio of students or enrollees to counselors and to instructors.

To the extent that CETA has been effective in reaching those kids that need special help, I think that that is a large part of it. They do need that extra attention, and it ought to be a part of an alternative program. It has been part of the effective alternative programs I have seen.

Mr. **Kildee**. Thank you very much, gentlemen.

Thank you, Mr. Chairman.

Chairman **Perkins**. Mr. Buchanan, do you want to ask any questions right now?

Mr. **Buchanan**. Thank you, Mr. Chairman, I just want to thank the panel, and ask one question. I will read the statements that I missed, because I was in and out of the room with another responsibility.

I know the problems that California has had with proposition 13, and other proposals. There are maintenance of effort provisions in this legislation. Will that give you a problem?

Dr. **Riles**. Probably a serious problem, depending upon whether or not what we call "Jaws-II" passes on June 3. I hate to anticipate this, and I am going to do everything I can to defeat it, and hope that we don't have to face that.

Mr. **Buchanan**. I hope not, also, but I think that it is the sort of thing that we must bear in mind as we look at the specifics of this legislation.

Thank you very much.

Chairman **Perkins**. Let me thank all of you. I will not prolong the interrogation. I would like to ask several questions, but we have another matter that we have to discuss with the minority.

All of you have made excellent witnesses. You have been very helpful to us. Dr. Riles, we certainly appreciate your coming, and we appreciate all the other witnesses coming. We are going to try to work this bill out in the next couple of weeks.

Thank you very much.

The subcommittee will stand adjourned until 9 o'clock tomorrow morning.

[Whereupon, at 11:45 a.m., the subcommittee adjourned, to reconvene at 9 a.m., Wednesday, March 5, 1980.]

HEARINGS ON THE PRESIDENT'S YOUTH EDUCATION AND EMPLOYMENT INITIATIVE

H.R. 6711, Youth Act of 1980

WEDNESDAY, MARCH 5, 1980

House of Representatives,
Subcommittee on Elementary, Secondary,
and Vocational Education,
Committee on Education and Labor,
Washington, D.C.

The subcommittee met, pursuant to notice, at 8:40 a.m., in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Member present: Representative Perkins.

Also present: Representatives Jeffords and Petri.

Staff present: John F. Jennings, counsel; Nancy Kober, staff assistant; and Jennifer Vance, minority senior legislative associate.

Chairman Perkins. We will continue our hearings this morning on the President's youth initiative program. We have a panel of several witnesses.

[Text of H.R. 6711 follows:]

96TH CONGRESS
2D SESSION

H. R. 6711

To extend the authorization of youth training and employment programs and improve such programs, to extend the authorization of the private sector initiative program, to authorize intensive and remedial education programs for youths, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

MARCH 5, 1980

Mr. PERKINS (for himself, Mr. GOODLING, Mr. FORD of Michigan, Mr. BUCHANAN, Mr. KILDEE, Mr. JEFFORDS, Mr. BIAGGI, Mr. SIMON, and Mr. PEYSER) introduced the following bill; which was referred to the Committee on Education and Labor

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A BILL

To extend the authorization of youth training and employment programs and improve such programs, to extend the authorization of the private sector initiative program, to authorize intensive and remedial education programs for youths, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Youth Act of 1980".

TITLE I—YOUTH TRAINING AND EMPLOYMENT PROGRAMS

SHORT TITLE

SEC. 101. This title may be cited as the "Youth Training and Employment Act of 1980".

STATEMENT OF PURPOSE

SEC. 102. It is the purpose of this title, in coordination with the Youth Education and Training Act set forth in title II of this Act, to increase the future employability of youths most in need by increasing their basic educational competency and workplace skills through a carefully structured combination of education, training, work experience, and related services. This title is designed to help achieve these objectives through providing the optimum mix of services focused upon disadvantaged youths. Additional purposes of this title include improving local accountability for program performance, simplifying reporting, increasing local decision-making on the mix and design of programs, providing extra resources for distressed areas, providing incentives for promoting special purposes of national concern, improving access by youths to private sector employment, assisting in improving staff and program capacity for those who provide the services, and providing trustworthy job references for participants.

APPROPRIATIONS AUTHORIZATIONS

SEC. 103. (a) Section 112(a)(4)(C) of the Comprehensive Employment and Training Act is amended to read as follows:

"(C) There are authorized to be appropriated such sums as may be necessary for the fiscal year 1981 and for each of the three succeeding fiscal years to carry out title IV.".

(b) Section 112(a)(7) of the Comprehensive Employment and Training Act is amended by adding at the end thereof the following new subparagraph:

"(C) There are authorized to be appropriated such sums as may be necessary for the fiscal years 1981 and 1982 to carry out title VII.".

REVISION OF TITLE IV–A

SEC. 104. (a) Section 1 of the Comprehensive Employment and Training Act is amended by deleting from the table of contents sections 401, 402, and sections 411–441 of part A of title IV, and substituting in lieu thereof the following:

"Sec. 401. Statement of purpose.
"Sec. 402. Participant eligibility for title IV programs.

"PART A—YOUTH TRAINING AND EMPLOYMENT PROGRAMS

"Sec. 405. Congressional findings and statement of purpose.
"Sec. 406. Funds available for each subpart.

"Subpart 1—Basic Programs

"Sec. 411. Allocation of funds.
"Sec. 412. Prime sponsor basic programs
"Sec. 413. Equal chance supplements.
"Sec. 414. Prime sponsor youth plans.
"Sec. 415. Review of youth plans by Secretary.

"Sec. 416. Benchmarks and performance standards.
"Sec. 417. Youth opportunity councils.
"Sec. 418. Governor's special statewide youth services.

"Subpart 2—Incentive Grants

"Sec. 421. Division of funds.
"Sec. 422. Special purpose incentive grants.
"Sec. 423. Education cooperation incentive grants.

"Subpart 3—Secretary's Discretionary Programs

"Sec. 431. Developmental and demonstration programs.
"Sec. 432. Consultation by the Secretary.
"Sec. 433. Training, technical assistance, and knowledge development and dissemination.

"Subpart 4—General Provisions

"Sec. 441. Allowances."

(b) Section 1 of the Comprehensive Employment and Training Act is further amended by deleting from the table of contents sections 444–447 of part A of title IV and substituting in lieu thereof the following:

"Sec. 444. Special provisions.
"Sec. 445. Academic credit.
"Sec. 446. Relation to other provisions."

(c) Sections 401, 402, and 411–439 of part A of title IV of the Comprehensive Employment and Training Act are amended to read as follows:

"STATEMENT OF PURPOSE

"SEC. 401. It is the purpose of this title to provide training and employment programs for eligible youths to assist them in obtaining job opportunities and to improve their opportunities for future employment and increased earnings.

"PARTICIPANT ELIGIBILITY FOR TITLE IV PROGRAMS

SEC. 402. (a)(1) To be eligible for programs under part A, a youth must be 16 to 21 years of age (inclusive), and have a family income at or below 85 percent of the lower living standard income level, except that (A) 10 percent of each recipient's funds may be used for youths age 16 to 21 (inclusive) who do not meet such income requirement but who otherwise demonstrate the need for such services, and (B) youths shall be eligible who are age 16 to 21 (inclusive) and (i) who are economically disadvantaged as defined in section 3(8) of this Act, or (ii) in accordance with standards prescribed by the Secretary, who are handicapped individuals, youths under the supervision or jurisdiction of the juvenile or criminal justice system, pregnant teenagers or teenage mothers, or youths attending target schools under the basic skills program under the Youth Education and Training Act.

"(2) Youths otherwise eligible under paragraph (1) of this subsection but who are age 14 and 15 (inclusive) may receive counseling, occupational information, and other transition services either on an individual or group basis.

"(b) The Secretary shall issue regulations which, as a condition of participation in programs under part A, shall require (1) a specific period of joblessness, during which a youth must not have been employed prior to application for the program, or (2) a specific initial period which shall be unstipended, during which a participating youth may receive only counseling, occupational information, career assessment, job referrals, and other transitional services.

"(c) The Secretary shall, by regulation, assure that programs under part A will give priority to youths who are experiencing the most severe handicaps in obtaining employment, such as to those who lack a high school diploma or other credentials, those who require substantial basic and remedial skill development, those out-of-school youths who have been jobless for a long period of time, those who lack equal opportunity due to sex, ethnic group, or handicap, those who are veterans of military service who are facing problems of readjustment to the civilian labor market, those who are under the supervision or jurisdiction of the juvenile or criminal justice system, those who are handicapped individuals, those who have dependents, or those who have otherwise demonstrated special need, as determined by the Secretary.

"(d) To be eligible for summer youth employment programs under part C, a youth must meet the eligibility requirements in paragraph (1) of subsection (a) of this section, except that otherwise eligible youths who are age 14 and 15 (inclusive) may participate if the program includes an educational component.

“PART A—YOUTH TRAINING AND EMPLOYMENT PROGRAMS

“CONGRESSIONAL FINDINGS AND STATEMENT OF PURPOSE

“SEC. 405. (a) Congress finds and declares that:

“(1) Youth unemployment accounts for a major share of aggregate unemployment and is a problem of increasing concern.

“(2) Youth unemployment problems are all the more critical because they are inequitably distributed among ethnic groups and economic levels.

“(3) The hardship related to youth joblessness is significant.

“(4) Joblessness among youths has significant social costs and consequences.

“(5) Intensive remedial employment, training, employment-related services, and supportive services, designed to lead to career entry, provide social benefits by enabling youths thereafter to apply their skills throughout their careers.

“(6) Occupational stereotypes based on ethnic group or sex can best be counteracted before career-limiting patterns are set.

“(7) Efforts to effectively prepare disadvantaged youths for unsubsidized employment in the private sector must be correlated with the needs and requirements of private employers, who must be recognized as partners in the planning and implementation of youth training and employment programs.

"(b) Congress further finds and declares that the problem of youth joblessness should be addressed not only with a view toward addressing the immediate employment problems, but more particularly in a developmental framework with a view toward moving jobless youths step-by-step into long-term productive careers in the public and private sectors of the economy. Accordingly, training and employment programs for youths should be designed in a manner which parallels the natural development of youths as they progress toward the adult world of work.

"(c) It is therefore the purpose of this part to provide support for youth training and employment programs, along with ancillary employment-related services and supportive services, which—

"(1) will develop the skills and competencies of youths to enable them to obtain unsubsidized employment through a sequence of activities that (A) provide intensive remedial education and basic skills training needed for entry into the world of work; (B) develop the skills and ability to perform competently in entry level work; (C) provide an awareness of, and introduction to, the world of work; and (D) provide the advanced skills, training, and job search assistance needed by older youths seeking career employment;

"(2) provide for assessment of each youth to determine his or her need for employability development; for employment and other services to be afforded to such youths in accordance with such assessed needs; and for employment-related competencies gained by such youths to be documented and recognized in accordance with standards developed in the community;

"(3) provide for performance standards for prime sponsors and service deliverers, and benchmarks for youth participants;

"(4) provide for extensive coordination and cooperation in the planning and operation of the programs with local educational agencies, especially with respect to activities on behalf of in-school youths, and for the involvement of the business community, labor organizations, and community-based organizations; and

"(5) assure to youths freedom from the limitations of occupational stereotypes based on sex, ethnic group, or handicap.

"FUNDS AVAILABLE FOR EACH SUBPART

"SEC. 406. (a) From the sums available for this part, the Secretary shall make available—

"(1) not less than 68 percent thereof for purposes of subpart 1 of this part; and

"(2) not less than 22 percent thereof for incentive grants under subpart 2 of this part.

"(b) Not more than the lower of 10 percent of the funds available for this part, or $150,000,000, shall be available for Secretary's discretionary programs under subpart 3.

"Subpart 1—Basic Programs

"ALLOCATION OF FUNDS

"SEC. 411. (a) From the amounts made available pursuant to section 406(a)(1) for each fiscal year—

"(1) not less than 5 percent of the sums available for this part shall be made available to Governors for special statewide youth services, to be allocated among the States in accordance with the factors set forth in subsection (c) of this section;

"(2) not less than 2 percent of the sums available for this part shall be made available for youth training and employment programs operated by Native American sponsors qualified under section 302(c)(1), in accordance with regulations which the Secretary shall prescribe; and

"(3) not less than 2 percent of the sums available for this part shall be made available for training and employment programs operated by sponsors qualified under section 303 for youths in migrant and seasonal farmworker families, in accordance with regulations which the Secretary shall prescribe.

"(b) The remaining amounts available pursuant to section 406(a)(1) for each fiscal year, which shall be not less than 59 percent of the sums available for this part, shall be made available to prime sponsors for youth training and employment programs under this subpart, as follows:

"(1) one-half of 1 percent of the sums available for this part shall be allocated in the aggregate for Guam, the Virgin Islands, American Samoa, the Northern Marianas, and the Trust Territory of the Pacific Islands, in accordance with regulations which the Secretary shall prescribe;

"(2) the remaining amounts shall be allocated among States so that (A) three-fourths of such remaining amounts shall be allocated as determined in accordance with subsection (c) of this section, and (B) one-fourth thereof shall be allocated as determined in accordance with subsection (d) of this section.

"(c)(1) Amounts to be allocated in accordance with this subsection shall be allocated among States in such manner that—

"(A) 37.5 percent thereof shall be allocated in accordance with the relative number of unemployed persons within each State as compared to the total number of unemployed persons in all States;

"(B) 37.5 percent thereof shall be allocated in accordance with the relative number of unemployed persons residing in areas of substantial unemployment (as defined in section 3(2)) within each State as compared to the total number of unemployed persons residing in all such areas in all States; and

"(C) 25 percent thereof shall be allocated in accordance with the relative number of persons in families with an annual income below the low-income level (as defined in section 3(16)) within each State as compared to the total number of such persons in all States.

"(2) Such amounts as are required pursuant to subsection (b) of this section to be allocated among States in accordance with paragraph (1) of this subsection shall be further allocated by the Secretary among prime sponsor areas within each State based upon the factors set forth in paragraph (1).

"(d) Amounts required by subsection (b)(2)(B) of this section to be allocated under this subsection shall be allocated as follows:

"(1) Puerto Rico, and each prime sponsor area within Puerto Rico, shall receive such share of such amounts as is equivalent to the comparable share of allocations under subsection (c).

"(2) The remaining amounts shall be allocated among other States, and among prime sponsor areas within each such State, in the following manner:

"(A) 50 percent thereof shall be allocated among States, and prime sponsor areas within each State, on the basis of the relative excess number of unemployed individuals in each prime sponsor area as compared to the total excess number of unemployed individuals in all such prime sponsor areas. For purposes of this subparagraph, the term 'excess number of unemployed individuals' means the number of unemployed individuals in excess of the ratio which the total number of unemployed individuals in all States bears to the total number of individuals in the civilian labor force of all States. For purposes of this subparagraph, the number of unemployed individuals for States may be determined on the basis of the number of unemployed youths when satisfactory data are available on a three-year basis.

"(B) 50 percent thereof shall be allocated among States, and among prime sponsor areas within each State, on the basis of the relative excess number of low-income youths in each prime sponsor area as compared to the total excess number of low-income youths in all such prime sponsor areas. For purposes of this subparagraph, the term 'low-income youths' means youths with family incomes at or below 70 percent of the lower living standard income level (as determined by the Secretary); and the term 'excess number of low-income youths' means the number of low-income youths in excess of the ratio which the total number of low-income youths in all States bears to the total number of youths in the population of all States. For purposes of this subparagraph, the number of low-income youths may be determined on the basis of the number of individuals in low-income families, except that the number of low-income youths may be used where satisfactory data are available.

"(3) For purposes of this subsection, the term 'youths' means individuals who are age 16 to 24 (inclusive), and the term 'States' means the fifty States and the District of Columbia.

"PRIME SPONSOR BASIC PROGRAMS

"SEC. 412. (a) Prime sponsors shall provide employment opportunities, appropriate training, and employment related and supportive services for eligible youths, including but not limited to the following:

"(1) Preemployment assistance shall be provided for youths who lack world-of-work skills needed to find or successfully hold a job or to make career decisions. Such assistance may include occupational testing and counseling, occupational exploration, job search and job referral assistance, and instruction in the demands of the workplace. Such assistance shall be designed to better prepare youths for entry into the labor market, and for the transition from school to work, in order to reduce the period of and increase the success of initial job search, to improve performance in entry jobs, and to improve career awareness and choice.

"(2) Productive basic work experience shall be provided for youths with limited job experience and options. Such opportunities shall be provided through in-school and summer work experience for students, and full-time work experience for dropouts. Work experience shall be closely linked to education, and shall be designed to develop basic experience in holding, and performing on, a job. Such opportunities shall emphasize close supervision and productive output in order to contribute measurably to society through community service and improvement.

"(3) Remedial education and training opportunities shall be provided and shall be designed principally for older out-of-school youths who lack occupational skills or educational competencies to compete in the adult labor market, and who demonstrate the maturity and understanding to successfully complete such activities. Such opportunities may be provided through residential and nonresidential vocational training and basic education activities. Remedial services may include such activities as literacy training and bilingual training to overcome language barriers to employment, shall be of sufficient duration to assure substantive occupational skill or educational competency acquisition, and shall be linked directly to the labor market to assure subsequent application of acquired skills and educational competencies. Remedial services shall be designed to prepare such youths to enter the first step of career ladders from which they might otherwise be excluded.

"(4) Career ladder work opportunities shall be provided to older youths leading to adult career opportunities. Such work shall be provided primarily in on-the-job training in the private sector, and shall be in jobs which foster transferable skills and emphasize movement into permanent employment. Such work shall be structured to maximize job-related training, and shall be designed to provide youths, who have completed basic work experience and remedial activities, with specific occupational competencies and access to productive adult job opportunities.

"(b) Work experience opportunities as described in this section may include but are not limited to the following:

"(1) youth conservation projects, such as park establishment and upgrading; environmental quality control, including integrated pest management activities; preservation of historic sites; maintenance of visitor facilities; and conservation, maintenance, and restoration of natural resources on publicly held lands;

"(2) youth community improvement projects, such as neighborhood revitalization; neighborhood transportation services; rehabilitation or improvement of public facilities; weatherization and basic repairs to homes occupied by low-income families; energy conservation activities, including application of solar energy techniques (especially those using materials available without cost to the program); and removal of architectural barriers to access to public facilities by handicapped persons;

"(3) community betterment activities, such as work in education, health care, and crime prevention and control; and

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"(4) innovative cooperative education programs for youths in secondary and postsecondary schools designed to coordinate education programs with work in the private sector.

"(c) Training activities may include, but are not limited to, the following:

"(1) classroom training and remedial education;

"(2) institutional skills training;

"(3) on-the-job training; and

"(4) assistance in attaining certificates of high school equivalency.

"(d) Supportive services and employment-related services as described in this section may include, but are not limited to, the following:

"(1) outreach, assessment, and orientation;

"(2) counseling, including occupational information and career counseling free of occupational sex stereotyping based on sex, ethnic group, or handicap, and including information on nontraditional jobs;

"(3) career guidance activities promoting transition from education and training to work;

"(4) provision of information concerning the labor market, and occupational, educational, and training information;

"(5) services to help youths obtain and retain employment;

"(6) supportive services (as defined in paragraph 26 of section 3 of this Act), such as child care and transportation assistance;

"(7) job sampling, including occupational exploration in the public and private sectors;

"(8) job restructuring, including assistance to employers in developing job ladders or new job opportunities for youths;

"(9) community-based central intake and information services for youths;

"(10) job development, job referral and placement assistance to secure unsubsidized employment opportunities for youths, and referral to employability development programs; and

"(11) programs and services to overcome stereotyping based on sex, ethnic group, or handicap, with respect to job development, referral, and placement.

"(d) Funds available for purposes of this subpart may be used subject to the following conditions:

"(1) such funds shall be used for training and employment activities, but may not be used for standard courses of instruction in the secondary schools of any local educational agency which would otherwise be provided;

"(2) such funds may support programs operated through service deliveries other than local educational agencies, such as through community-based organizations and other nonprofit organizations, and through alternative arrangements, which may include classroom training leading toward a high school equivalency certificate;

"(3) such funds may be used for adult basic education programs or programs carried out through postsecondary institutions, but no such program shall lead toward a postsecondary degree except where the Secretary may otherwise provide;

"(4) the prime sponsor shall provide assurances that there will be an adequate number of supervisory personnel on each work project and that supervisory personnel are adequately trained in skills needed to carry out the project and can instruct participating eligible youths in skills needed to carry out the project;

"(5) the prime sponsor may make reasonable payment for the acquisition or rental of such space, supplies, materials, and equipment as determined to be necessary in accordance with regulations of the Secretary.

"(e) Prime sponsors serving areas which include target schools funded under the Youth Education and Training Act shall make adequate part-time work experience opportunities available for youths in such schools in conjunction with programs under that Act, pursuant to an agreement with the local educational agency and in accordance with regulations issued by the Secretary of Labor in consultation with the Secretary of Education.

"EQUAL CHANCE SUPPLEMENTS

"SEC. 413. Prime sponsors receiving equal chance supplemental allocations in accordance with section 411(b)(2)(B) shall primarily use such funds to serve youths residing in communities and neighborhoods which have particularly severe economic and social problems which generate multiple obstacles to the employment and employability development of such youths, so as to help provide such youths an equal chance in developing the same long-term employment potential as less disadvantaged youths. Such communities and neighborhoods shall be designated by prime sponsors on the basis of such factors as poverty, school dropout rates, lack of employment opportunities, and other relevant factors.

"PRIME SPONSOR YOUTH PLANS

"SEC. 414. The Secretary shall provide financial assistance under this part only to a prime sponsor submitting a youth plan, as part of its comprehensive plan under section

103, which sets forth satisfactory provisions meeting the following conditions:

"(1) The skills and competencies of youths designed to enable them to obtain unsubsidized employment shall be developed through a sequence of activities that (A) provide intensive remedial education and basic skills training needed for entry into the world of work; (B) develop the skills and ability to perform dependably in entry level work: (C) provide an awareness of and introduction to the world of work; and (D) provide advanced skills training and job search assistance needed by older youths seeking employment.

"(2) Each youth shall be individually assessed in planning his or her employability development. Training and employment and other services shall be afforded to such youths in accordance with such assessed needs. An employability development plan shall be developed for each participating youth cooperatively between the youth and the program personnel, and, to the maximum extent feasible, in coordination with school personnel. The employability development plan shall set forth for each participating youth a program of assistance over specific periods of time throughout the period of the youth's participation, such as remedial education, work experience, employment-related and supportive services, and career development, in accordance with the youth's particular needs, and shall specify performance requirements for the youth and the expected outcomes.

"(3) An individual achievement record shall be established and maintained for each participating youth as a continuing record to document the needs and competencies, including skills, education, employment, and training obtained by each youth. Such record shall be maintained and periodically updated during the entire period of the youth's participation in the program, and shall, to the maximum extent feasible, be coordinated with any school attended by the youth. Such record shall be confidential and information therein shall be available only to persons who require it as part of their responsibilities in operating, administering, or evaluating programs under this part, except that such information may be shared with employers, educators, and others upon the specific authorization of the participant.

"(4) Basic programs assisted under this subpart shall emphasize efforts for out-of-school youth, and programs for such youths shall include basic education and basic skills developed cooperatively with the local educational agency.

"(5) Descriptions shall be provided of the eligible youth population by sex and ethnic group, and of the proposed level of activities for participants from these significant segments of the eligible population.

"(6) Programs assisted under this part shall, to the maximum extent feasible, coordinate services with other youth programs and similar services offered by local educational agencies, postsecondary institutions, the State employment service, private industry councils, agencies assisting youths who are under the supervision or jurisdiction of the juvenile or criminal justice system, the apprenticeship system, community-based organizations, businesses and labor organizations, and other agencies, and with activities conducted under the Youth Education and Training Act, Career Education Incentive Act, Vocational Education Act, the Elementary and Secondary Education Act, and the Juvenile Justice and Delinquency Prevention Act.

"(7) The youth plan, including the youth components of the long-term master plan and the annual plans, shall be developed with the assistance of, and reviewed by, the youth opportunity council, and shall be reviewed by the prime sponsor's planning council.

"(8) Such youth plan shall be developed in consultation with, and reviewed by, the private industry council to assure that training and employment programs are designed to lead to regular employment.

"(9) Appropriate steps shall be undertaken to develop new job classifications, new occupations, and restructured jobs for youths.

"(10) Adequate provisions shall be set forth to assure that, in order to participate in a youth training and employment program, school-age youths shall be required to participate in a suitable educational or basic skills program or component, including where appropriate an educational program leading to a high school equivalency degree.

"(11) Efforts shall be undertaken to overcome sex stereotyping and to develop careers in nontraditional occupations.

"REVIEW OF YOUTH PLANS BY SECRETARY

"SEC. 415. The provisions of sections 102, 104, and 107 shall apply to all youth plans under this subpart.

"BENCHMARKS AND PERFORMANCE STANDARDS

"SEC. 416. (a) Each prime sponsor shall obtain recommendations from the youth opportunity council, prime sponsor's planning council, private industry council, educational agencies, business, labor organizations, community-based organizations, and other community organizations in the development of benchmark standards to serve as indicators, accepted in the community, of youth achievements needed to obtain and retain jobs. Pursuant to basic criteria established by the Secretary, prime sponsors shall develop and use, as appropriate to individual needs, benchmarks which shall include:

"(A) a preemployment level indicating a basic awareness of the world-of-work and occupational options and the development of job-seeking skills;

"(B) a demonstration of maturity through regular attendance and diligent effort in work experience, education, training, and other program activities;

"(C) basic educational skills such as reading, writing, computation, and speaking; and

"(D) occupational competencies such as a particular job skill acquired through institutional or on-the-job training.

"(b) Each sponsor may provide both monetary and nonmonetary incentives for good performance (including monetary incentives authorized by section 441) and appropriate assistance for youths unable to perform satisfactorily.

"(c) The Secretary shall establish prime sponsor performance standards, and, in accordance with the Secretary's regulations, each prime sponsor shall establish service deliverer performance standards suitable for the purposes of various programs carried out under this part, based on program outcomes (for young men and young women in significant segments of the eligible population) such as return to school, job placement, job retention, job quality; program inputs such as quality of worksite, quality of supervision, and the appropriateness of the placement; as well as program management criteria. Such performance standards shall be revised annually based on prime sponsor and service deliverer performance, emerging knowledge about youth labor market problems, and the impact of training and employment programs on the employment and earnings of participants. These standards shall be used in assessing prime sponsor and service deliverer program performance as well as in reviewing youth plans and service deliverer applications under this subpart, and in reviewing applications for incentive grants under subpart 2.

"YOUTH OPPORTUNITY COUNCILS

"SEC. 417. (a) Each prime sponsor shall establish a youth opportunity council, which shall make recommendations to the prime sponsor, planning council, and the private industry council with respect to the youth plan and program operation, and shall review and make recommendations with respect to the establishment and implementation of performance standards established under section 416.

"(b)(1) Each youth opportunity council established in accordance with this section shall be constituted so that (A) one-third of the members shall be representative of employment and training programs (including young men and women who are eligible youths under this part), (B) one-third of the members shall be representative of private sector programs (including business and labor), and (C) one-third of the members shall be representative of education programs (including secondary and postsecondary institutions).

"(2) In order to facilitate unified planning and review by the youth opportunity council of youth programs under this Act and under the Youth Education and Training Act, the prime sponsor may enter into an agreement with a local educational agency, or the State educational agency where the prime sponsor area includes areas served by more than one local educational agency, providing that under subsection (b)(1) the members described in clause (A) shall be named by the prime sponsor, the members described in clause (B) shall be named by the private industry council, and the members described in clause (C) shall be named by the local educational agency or by the State educational agency from names submitted by more than one local educational agency.

"GOVERNOR'S SPECIAL STATEWIDE YOUTH SERVICES

"SEC. 418. The amount available to the Governor of each State under section 411(a)(1) shall be used in accordance with a special statewide youth services plan, approved by the Secretary, for such purposes as—

"(1) providing financial assistance for training and employment opportunities for youths who are under the supervision of the State or other public authorities, or who are under the supervision or jurisdiction of the juvenile or criminal justice system, or for whom State services are otherwise appropriate;

"(2) providing labor market and occupational information to prime sponsors and local educational agencies;

"(3) providing for the establishment of cooperative efforts between State and local institutions, including (A) occupational, career guidance, counseling, and placement services for in-school and out-of-school youths; and (B) coordination of statewide activities carried out under the Career Education Incentive Act;

"(4) providing financial assistance for expanded and experimental programs in apprenticeship trades or development of new apprenticeship arrangements, in concert with appropriate businesses and labor unions or State apprenticeship councils;

"(5) carrying out special model training and employment programs, with particular emphasis on on-the-job training in the private sector, through arrangements between appropriate State agencies and prime sponsors in the State, combinations of such prime sponsors, or service deliverers selected by such prime sponsors; and

"(6) providing assistance to prime sponsors in developing programs to overcome stereotyping by sex, ethnic group, or handicap in career counseling, job development, job referral, and placement.

"Subpart 2—Incentive Grants

"DIVISION OF FUNDS

"SEC. 421. Of the funds available for incentive grants under this subpart, the Secretary shall make available not less than 38 percent thereof to be used for education cooperation incentive grants under section 423. The remainder may be used for special purpose incentive grants under section 422.

"SPECIAL PURPOSE INCENTIVE GRANTS

"SEC. 422. (a) Out of the funds available for this section, the Secretary shall set aside funds for various special purposes designed to assist in meeting objectives of national concern, including those set forth in subsection (e).

"(b) The Secretary may make special purpose incentive grants available in accordance with this section to prime sponsors, Governor's special statewide youth services under section 418, Native American programs qualified under section 302(c)(1), and migrant and seasonal farmworker programs qualified under section 303, but only if a matching amount of funds, as specifically established by the Secretary, is committed from their allocations under subpart 1 or other provisions of this Act or from other funds. The Secretary may require varying matching percentages for different special purpose categories, but shall not require matching funds greater than the funds provided under this section.

"(c) Preliminary apportionments for each such special purpose shall be announced to prime sponsors and published in the Federal Register on a timely basis along with a solicitation for grant applications. The Secretary shall make available not less than 25 percent of the total funds under this section in such manner that there will be apportioned to each prime sponsor, as its share of such percentage of such funds, not less than its equivalent share, if any, of allocations under section 411(b)(2)(B). Final apportionments shall be made at the time financial assistance is awarded to applicants, but neither the making of a final apportionment, the awarding of financial assistance, nor the obligation of such funds, shall preclude the Secretary from reapportioning or redistributing the funds at the end of the grant period, or during the grant period, if the Secretary determines that the program is being operated improperly or ineffectively, or that the purposes of this Act would be better served by apportioning or distributing such funds for other special purposes.

"(d) Special purpose incentive grants shall be awarded only to applicants which—

"(1) have submitted proposed programs which are adequately designed to meet the special purposes for which financial assistance is made available under this section;

"(2) have demonstrated performance of satisfactory quality in the past in carrying out programs under this Act; and

"(3) have equitably provided services under this Act to youths who are eligible under this part and to young adults age 22 through 24 who are seeking to enter working careers.

"(e) Special purpose incentive grants may be made available to assist in carrying out exemplary or innovative programs through a variety of approaches, including but not limited to—

"(1) programs for youths needing special services, such as youths with language barriers, youths who are handicapped individuals, youths who are pregnant teenagers or teenage mothers, youths who are alcohol or drug abusers, youths who are under the supervision of the State or other public authorities, and youths who are under the supervision or jurisdiction of the juvenile or criminal justice system;

"(2) programs to meet the differing needs of various geographical areas, including (A) activities in rural areas such as those coordinated with federally assisted efforts for improving transportation to provide easier access to better jobs, training youths for expanded employment opportunities in economic development projects and small businesses, and utilizing existing facilities as multipurpose training and employment centers; and (B) activities in urban areas such as those providing skills training to enable youths to obtain jobs paying adequate wages to meet the higher cost of living in densely populated areas, and training programs to enable disadvantaged youths to participate in employment initiatives in such areas as urban transportation and community development projects;

"(3) specific types of work projects, such as youth conservation projects, and youth community improvement projects, including the weatherization of homes occupied by low-income families;

"(4) special arrangements with various types of service deliverers, such as community-based organizations, community development corporations, private sector organizations and intermediaries, and labor related organizations;

"(5) a variety of mechanisms and arrangements to facilitate the employment of youths through private sector organizations and intermediaries; and

"(6) arrangements with labor organizations to enable youths to enter into apprenticeship training as part of the employment assistance provided under this section.

"EDUCATION COOPERATION INCENTIVE GRANTS

"SEC. 423. (a) The Secretary shall make education cooperation incentive grants available to prime sponsors to carry out programs developed on a cooperative basis with local educational agencies in accordance with this section.

"(b) Funds available under this section shall be used to cover part of the total costs of programs to be carried out pursuant to agreements with local educational agencies. Such funds may be used to supplement resources made available by the prime sponsor from funds under subpart 1 or other provisions of this Act or from other sources, which resources shall be coordinated with commensurate resources provided by the local educational agency, for the purpose of ensuring integrated programs of work experience and educational activities.

"(c) Education cooperation incentive grants may be used for activities carried out under this section or to augment activities under subpart 1, including but not limited to—

"(1) training and employment activities, but such funds shall not be used for standard courses of instruction in the secondary schools of any local educational agency which would otherwise be provided;

"(2) programs carried out through service deliverers other than local educational agencies, such as through community-based organizations and other nonprofit organizations, and through alternative arrangements, which may include classroom training leading toward a high school equivalency certificate;

"(3) adult basic education programs or programs carried out through postsecondary institutions, but no such program shall lead toward a postsecondary degree except where the Secretary may otherwise provide; and

"(4) occupational and career counseling, outreach, occupational exploration, and on-the-job training.

"(d)(1) In order to assist prime sponsors in planning programs under this section, the Secretary shall make preliminary apportionments of the funds available for this section among prime sponsors in the same manner as provided in section 411(b). Such preliminary apportionments shall be announced to prime sponsors and published in the Federal Register on a timely basis.

"(2) Final apportionments shall be made upon approval of programs under this section at the time financial assistance is awarded to prime sponsors. The Secretary may reapportion funds which are subsequently determined not to be needed during such fiscal year or if the Secretary determines that the program is being operated improperly or ineffectively.

"(e)(1) In using funds made available under this section, prime sponsors shall give priority to programs designed to encourage youths to remain in or resume attendance in secondary school or an educational program leading toward a high school equivalency certificate, including but not limited to the provision of part-time work during the school year and full-time work during the summer months for such youths.

"(2) In using such portion of its apportionment under this section as was apportioned in the same manner as provided for under section 411(b)(2)(B), a prime sponsor shall give priority to providing financial support, together with other funds which may be made available by the prime sponsor under this part, for work experience and other training and employment assistance to be provided for students attending target schools designated under the Youth Education and Training Act, consistent with the agreements with local educational agencies required by subsection (f).

"(f) Programs under this section shall be carried out pursuant to an agreement, which shall be reviewed by the youth opportunity council, between the prime sponsor and local educational agency or agencies serving areas within the prime sponsor area. Each such agreement shall—

"(1) provide that special efforts will be made to provide work needed by eligible youths in order to remain in or return to school or complete their education;

"(2) assure that participating youths will be provided training or meaningful work experience, designed to improve their abilities to make career decisions and to provide them with basic work skills and educational competencies needed for regular employment;

"(3) provide that job information, occupational counseling, career guidance, and job referral and placement services will be made available to participating youths; and

"(4) assure that work and training will be relevant to the educational and career goals of participating youths and will be designed to lead to regular employment.

"Subpart 3—Secretary's Discretionary Programs

"DEVELOPMENTAL AND DEMONSTRATION PROGRAMS

"SEC. 431. (a) The Secretary is authorized, either directly or by way of grant or other agreements, to make arrangements with prime sponsors, public agencies, private organizations, and Federal departments and agencies, to carry out innovative, experimental, developmental, and demonstration programs including new and more effective approaches for dealing with the employment problems of youths, and to enable young men and women who are eligible to participate in programs under this part to prepare for, enhance their prospects for, or secure employment in occupations through which they may reasonably be expected to advance to productive working lives.

"(b) Such programs may include cooperative arrangements with educational agencies, community-based organizations, community development corporations, private sector organizations and intermediaries, labor-related organizations, and nonprofit organizations to provide special programs and services, including large-scale projects, for eligible youths, such as work experience (described in section 412(a)(2)), occupational counseling, and career guidance. Such programs may also include making available occupational, educational, and training information through career information systems.

"CONSULTATION BY THE SECRETARY

"SEC. 432. In carrying out or supporting programs under this subpart, the Secretary shall consult, as appropriate, with the Secretary of Education, the Secretary of Commerce, the Secretary of Health and Human Services, the Secretary of Housing and Urban Development, the Secretary of Agriculture, the Secretary of Energy, the Attorney General, the Director of the Community Services Administration, and the Director of the ACTION Agency.

"TRAINING, TECHNICAL ASSISTANCE, AND KNOWLEDGE DEVELOPMENT AND DISSEMINATION

"SEC. 433. The Secretary may use funds under this subpart for activities involving staff training (including training and retraining of counselors and other youth program personnel), technical assistance, and knowledge development and dissemination. Such activities shall be planned and carried out in coordination with similar activities under title III."

SPECIAL LIMITATIONS AND PROVISIONS

SEC. 105. (a) Section 441 of the Comprehensive Employment and Training Act is amended to read as follows:

"ALLOWANCES

"SEC. 441. No basic hourly allowance shall be paid to participating youths under the age of 18 for time spent in a classroom or institutional training activity, except in special circumstances as provided in regulations of the Secretary. Such allowances may be provided to participating youths age 18 and older pursuant to regulations of the Secretary. Allowances may be paid to cover documented costs of program participation such as transportation for eligible youths. Such youths may, at the discretion of the prime sponsor, receive monetary performance incentives as provided in regulations of the Secretary.".

(b) Paragraph (3)(D) of section 442 of such Act is amended by deleting the words "subparts 2 and 3" and substituting in lieu thereof the words "this part.".

(c) Section 444 of such Act is amended by—

(1) amending the heading to read "SPECIAL PROVISIONS";

(2) amending subsection (a) to read as follows:

"SEC. 444. (a) The provisions of section 121(i), relating to time limitations with respect to work experience, shall not be applicable, in whole or in part, to programs meeting such requirements as the Secretary shall prescribe in regulations. The Secretary, may provide, in such regulations, for appropriate time limitations based on such factors as the genuine need to provide certain eligible youths, or particular categories of such youths, work experience to enable them to become equipped for the world of work.".

(3) deleting subsection (b); and

(4) redesignating subsection (c) as subsection (b), and in such subsection deleting the words "subparts 2 and 3" and substituting in lieu thereof "this part".

(d) Section 445 of such Act is amended to read as follows:

"ACADEMIC CREDIT

"Sec. 445. In carrying out this part, appropriate efforts shall be made to encourage the granting by educational institutions or agencies of academic credit to eligible youths who are in classroom or institutional training activities. The Secretary shall cooperate with the Secretary of Education to make suitable arrangements with appropriate State and local educational officials whereby academic credit may also be awarded, consistent with applicable State law, for competencies derived from work experience and other appropriate activities under this part.".

(e) Section 446 of such Act is deleted, and the existing section 447 is redesignated as section 446.

(f) Section 483(a) of such Act is amended to read as follows:

"Sec. 483. (a) In order to receive financial assistance under this part, each prime sponsor shall include the summer youth program component as part of the youth plan submitted to the Secretary in accordance with section 414 of this Act."

COMMITTEE ON YOUTH

SEC. 106. Section 503 of the Comprehensive Employment and Training Act is amended by deleting the word "and" at the end of paragraph (9); by deleting the period at the end of paragraph (10) and substituting in lieu thereof a semicolon followed by the word "and"; and by adding a new paragraph (11) to read as follows:

"(11) establish a committee on youth to consider the problems caused by youth unemployment, make recommendations to enhance interagency coordination of youth programs, and evaluate the effectiveness and quality of training and employment policies and programs affecting youths, for the purpose of reporting thereon to the Commission on Employment Policy, which shall provide its advice thereon to the Secretary of Labor, the President, and the Congress."

REPORT

SEC. 107. (a) Section 127(j) of the Comprehensive Employment and Training Act is amended to read as follows:

"(j) In the annual report required under subsection (a), the Secretary shall report on the programs, activities, and actions taken under title IV of this Act."

(b) Section 3(15)(B) of the Comprehensive Employment and Training Act is amended by deleting the words "of subpart 3".

TECHNICAL AND CLARIFYING AMENDMENTS

SEC. 108. The Comprehensive Employment and Training Act is further amended as follows:

(a) The first sentence of section 302(c)(1)(A) is amended by deleting all that appears after the word "body" through the comma.

(b) Section 124(a) is amended by inserting the following new paragraph after paragraph (4)—

"(5) Participants may be provided allowances for transportation and other expenses incurred in training or employment."

(c) The second sentence of section 106(b) is amended to read as follows—

"The Secretary shall conduct such investigation and make a determination regarding the truth of the allegation not later than 120 days after receiving the complaint."

(d) Section 106(d)(2) is amended by deleting the words "public service employment"; by deleting the words "section 121 (c)(2), (c)(3), (g)(1), section 122 (c), (e), or section 123(g)" and substituting in lieu thereof "this Act"; and by deleting the words "such sections" both times they appear and substituting in lieu thereof "this Act".

(e) Section 107(a) is amended by deleting the word "person" each of the three times it appears and substituting in lieu thereof "party".

TECHNICAL CORRECTION

SEC. 109. Section 508(b)(3) of the Department of Education Organization Act, Public Law 96-88, is amended by deleting the words "section 302(c)" and substituting in lieu thereof "section 303(c)".

REFERENCES TO DEPARTMENT OF EDUCATION

SEC. 110. (a) Wherever the terms "Secretary of Health, Education, and Welfare" or "Department of Health, Education, and Welfare" appear in sections 311(b), 457(c) and 462(b) of the Comprehensive Employment and Training Act, they are amended to read "Secretary of Education" or "Department of Education", respectively.

(b) Section 305 of the Comprehensive Employment and Training Act is amended by deleting the words "and the Secretary of Health, Education, and Welfare" and the words "Labor and Health, Education, and Welfare" where they occur, and substituting in lieu thereof, respectively, the words "the Secretary of Health and Human Services and the Secretary of Education" and "Labor, Health and Human Services, and Education".

(c) Section 505(b) of the Older Americans Act is amended by deleting the words "Secretary of Health, Education, and Welfare" and substituting in lieu thereof the words "Secretary of Health and Human Services and the Secretary of Education".

TRANSITIONAL PROVISIONS

Section 111. (a) To the extent necessary to provide for the orderly transition of youth training and employment programs in fiscal year 1981, the Secretary of Labor is authorized to provide financial assistance in the same manner and under the same conditions as provided under subparts 2 and 3 of part A and under part C of title IV of the Comprehensive Employment and Training Act, as in effect prior to the enactment of the Youth Training and Employment Act of 1980, from funds appropriated to carry out title IV of the Comprehensive Employment and Training Act as amended by the Youth Training and Employment Act of 1980.

(b) The authority contained in this section shall not be construed to postpone or impede, upon the enactment of this Act, planning for and implementation of the amendments made by this Act.

(c) The amendments made by this Act shall be effective on October 1, 1980, except that sections 108 through 110 of this Act shall be effective upon enactment of this Act.

TITLE II—FINANCIAL ASSISTANCE TO MEET BASIC AND EMPLOYMENT SKILLS NEEDS OF SECONDARY SCHOOL YOUTH

FINDINGS; PURPOSE; SHORT TITLE

SEC. 201. (a) FINDINGS.—The Congress finds that:

(1) High levels of youth unemployment predominantly occur among disadvantaged and minority youth, particularly those who live in poor urban and rural areas.

(2) Key factors contributing to high rates of youth unemployment are a lack of basic reading, writing and computational skills, and a lack of general employment and job-seeking skills.

(3) Secondary schools can play a critical role in efforts to improve youth employment through the development of basic and employment skills by building on existing Federal and State assistance for special educational services for disadvantaged students, most of which is channeled to elementary school students.

(b) PURPOSE.—The purpose of this title is to provide financial assistance—

(1) to increase youth employability by promoting mastery of basic and employment skills among disadvantaged youth in grades 7 through 12 through locally developed school-based programs;

(2) to target resources and services on schools with high concentrations of poor or low-achieving students; and

(3) to promote a partnership among educators, employment and training officers, and private sector

employers that effectively links education, training, and work experiences for disadvantaged youth.

(c) SHORT TITLE.—This title may be cited as the "Youth Education and Training Act".

DURATION OF ASSISTANCE

SEC. 202. During the period beginning October 1, 1980, and ending September 30, 1984, the Secretary shall, in accordance with the provisions of this title, make payments to State educational agencies for grants made on the basis of entitlements created under this title.

PART A—PROGRAMS OPERATED BY LOCAL EDUCATIONAL AGENCIES

BASIC GRANTS—ELIGIBILITY AND AMOUNT

SEC. 205. (a) ELIGIBILITY FOR GRANTS.—(1) Subject to the provisions of subsection (c)(3), each county in a State is entitled to a grant under this part for any fiscal year if—

(A) the number of children counted under paragraph (2) of this subsection exceeds five thousand and exceeds 5 percent of the total number of children aged five to seventeen, inclusive, in the county, or

(B) the number of children counted under paragraph (2) exceeds 20 percent of the total number of children aged five to seventeen, inclusive, in the county.

(2)(A) The number of children to be counted for purposes of paragraph (1) of this subsection is the aggregate of—

(i) the number of children aged five to seventeen, inclusive, in the county from families below the poverty level, as determined under subparagraph (B);

(ii) the number of children aged five to seventeen, inclusive, in the county from families above the poverty level, as determined under subparagraph (C); and

(iii) the number of children aged five to seventeen, inclusive, in the county living in institutions for neglected or delinquent children (other than such institutions operated by the United States) but not counted pursuant to subpart 1 of part B of this title for the purposes of a grant to a State agency, or being supported in foster homes with public funds, as determined under subparagraph (C).

(B) For the purposes of this subsection, the Secretary shall determine the number of children aged five to seventeen, inclusive, from families below the poverty level on the basis of the most recent decennial census. In making this determination, the Secretary shall utilize the criteria of poverty used by the Bureau of the Census in compiling the 1970 decennial census.

(C) For purposes of this subsection, the Secretary shall determine the number of children aged five to seventeen, inclusive, from families above the poverty level on the basis of the number of such children from families receiving an annual income, in excess of the current criteria of poverty, from payments under the program of aid to families with dependent children under a State plan approved under Title IV of the Social Security Act; and in making those determinations the Secretary shall utilize the criteria of poverty used by the Bureau of the Census in compiling the most recent decennial census for a nonfarm family of four in such form as those criteria have been updated by increases in the Consumer Price Index. The Secretary shall determine the number of such children and the number of children of such ages living in institutions for neglected or delinquent children, or being supported in foster homes with public funds, on the basis of the caseload data for the month of October of the preceding fiscal year (using, in the case of children described in the preceding sentence, the criteria of poverty and the form of such criteria required by that sentence which were determined for the calendar year preceding such month of October) or, to the extent that such data are not available to the Secretary before January of the calendar year in which his determination is made, then on the basis of the most recent reliable data available to him at the time of the determination.

(b) AMOUNT OF GRANT—PUERTO RICO.—The amount of the grant to which the Commonwealth of Puerto Rico is entitled under this part for any fiscal year shall be an amount which bears the same ratio to the sums available for this part in accordance with the provisions of subsection (e) for that year as (A) the product of the total number of children in the Commonwealth counted in accordance with subsection (a)(2) multiplied by 80 percent of the average per pupil expenditure in the United States multiplied by the percentage described in the following sentence bears to (B) the aggregate of the products resulting from multiplying the total number of children in each State counted in accordance with subsection (a)(2) by the average per pupil expenditure for the State, except that (i) if the average per pupil expenditure in the State is less than 80 percent of the average per pupil expenditure in the United States, the multiplier shall be 80 percent of the average per pupil expenditure in the United States, or (ii) if the average per pupil expenditure for the State is more than 120 percent of the average per pupil expenditure in the United States, the multiplier shall be 120 percent of the average per pupil expenditure in the United States. The percentage referred to in clause (A) of the preceding sentence is the percentage that results when the average per pupil expenditure of Puerto Rico is divided by the lowest average per pupil expenditure of any of the 50 States.

(c)(1) AMOUNT OF GRANT—OTHER STATES.—For each county in a State other than the Commonwealth of Puerto Rico eligible to receive a grant under this section for any fiscal year, the Secretary shall determine the product of—

(A)(i) two-thirds of the number of children in excess of five thousand counted under subsection (a)(2) or (ii) the number of children counted under that subsection in excess of 20 percent of the total number of children aged five to seventeen, inclusive, in that county, whichever is greater; and

(B) the average per pupil expenditure in the State in which the county is located, except that (i) if the average per pupil expenditure in the State is less than 80 percent of the average per pupil expenditure in the United States, the multiplier shall be 80 percent of the average per pupil expenditure in the United States, or (ii) if the average per pupil expenditure for the State is more than 120 percent of the average per pupil expenditure in the United States, the multiplier shall be 120 percent of the average per pupil expenditure in the United States.

(2) Subject to the provisions of paragraph (3) and (4), the amount of the grant to which an eligible county is entitled under this part for any fiscal year shall be an amount which bears the same ratio to the sums available for this part in accordance with the provisions of subsection (e) for that year less the amount paid to the Commonwealth of Puerto Rico under subsection (b), as the product (determined under paragraph (1) for that county for that fiscal year bears to the sum of those products for all counties that are eligible in accordance with subsection (a) for that year.

(3) In the case of any county that satisfies the eligibility requirements for receipt of a grant contained in subsection (a), but whose grant, calculated in accordance with the provisions contained in paragraph (2) of this subsection, would amount to less than $25,000, the amount to which that county would otherwise be entitled to receive under this section shall not be paid to that county and shall be retained by the State educational agency and added to the amount available to the State educational agency for the purposes of making payments in accordance with the provisions of subpart 2 of part B of this title.

(4) If the aggregate of the grants, calculated in accordance with the provisions of paragraph (2), to which eligible counties in a State are entitled, amounts to less than one-third of 1 percent of the total funds available under subsec-

tion (e) for this part for any fiscal year, then the total payment to the State under subsection (d) shall be increased to an amount equal to that percentage, and the allocations of counties in other States shall be ratably reduced to the extent necessary to bring the aggregate of those allocations within the limits of the funds available under subsection (e). The amount by which a State's payment is increased under the first sentence of this paragraph shall be retained by the State educational agency and added to the amount available to that agency for the purpose of making payments in accordance with the provisions of subpart 2 of part B of this title.

(d) PAYMENT; USE OF FUNDS.—(1) The Secretary shall pay to a State the total amount to which the counties in that State are entitled under this section for any fiscal year. The State educational agency shall, pursuant to criteria established by the Secretary, allocate 75 percent of each county's entitlement among the local educational agencies that are eligible in accordance with the provisions of paragraph (2) and whose school districts lie (in whole or in part) within that county. The allocation shall be based on the distribution in those districts of children aged five to seventeen, inclusive, from low-income families. The remaining 25 percent of each county's entitlement shall be used in accordance with the provisions of subpart 3 of part B of this title.

(2) A local educational agency is eligible to receive a payment from the county entitlement under paragraph (1) if at least two hundred of its children aged 5 to 17, inclusive, or at least 20 percent of those children, are from low-income families as determined by the State educational agency. A local educational agency may combine with another local educational agency whose district lies within the county for the purpose of establishing eligibility for a payment under the preceding sentence and for the purpose of submitting the application described in section 206 and meeting the other requirements of this part.

(3) The amount paid to a local educational agency under this section shall be used by that agency for activities undertaken pursuant to its application submitted under section 206 and shall be subject to the other requirements of this part.

(e) Availability of Funds.—From the sums appropriated for this title for any fiscal year, other than the sums set aside under section 258 and section 259, 87.5 percent shall be available for making payments in accordance with the provisions of this part.

LOCAL PROGRAM APPLICATION

Sec. 206. General.—A local educational agency is eligible for a grant under this part for a fiscal year if it has submitted an application to the State educational agency. An application shall be approved by the State educational agency upon its determination that the application provides for the use of funds in a manner which meets the requirements of this part and is consistent with the requirements contained in section 436 of the General Education Provisions Act, subject to such additional basic criteria as the Secretary may prescribe.

DEVELOPMENT OF INITIAL SCHOOL PLANS

SEC. 207. (a) GENERAL PURPOSE.—Notwithstanding any other provision of this part, a local educational agency shall use funds it receives under this part for fiscal year 1981 to provide assistance to secondary schools within its district, selected in accordance with the provisions of subsection (b), to develop three-year plans that meet the requirements of subsection (e).

(b) SCHOOL ELIGIBILITY.—A secondary school is eligible to receive planning assistance under this section only if—

(1) it serves a large number or percentage of children from low-income families; or

(2) at least 75 percent of its students score below the 25th percentile in basic skills achievement on an objective test.

The local educational agency shall select, and make publicly available, the measures of low income and basic skills achievement it uses to identify the schools that are eligible to receive assistance under this section.

(c) RANKING AND SELECTION OF SCHOOLS.—(1) Except as provided in paragraph (2), a local educational agency shall rank all of its secondary schools from highest to lowest in concentration of students from low-income families. Notwithstanding the preceding sentence, the agency may rank a school that is eligible under subsection (b)(2) ahead of a school that (as measured under that subsection) has a significantly lower concentration of students deficient in basic skills achievement. A local educational agency may provide planning assistance to a secondary school that applies under this section only if it also provides assistance to all other eligible secondary schools that apply and are ranked higher under this subsection. A local educational agency may conduct separate rankings for each set of secondary schools with comparable grade spans, but the total number of eligible schools may not exceed that produced under a single ranking. Except as necessary to comply with the following sentence, a local educational agency may not award planning assistance under this section to fewer than twice the number of schools that it expects to be able to provide implementation assistance under section 208. In any local educational agency in which there are eight or more secondary schools, that agency shall award planning assistance to no more than 50 percent of the total number of secondary schools that are eligible in accordance with the provisions of subsection (b).

(2) In the case of any local educational agency whose secondary schools number eight or more and in which the enrollment of children from low-income families is uniformly distributed among all secondary schools, that agency may request the State educational agency to approve an alternative proposal for distributing funds under this section in lieu of the approach described in paragraph (1). The State educational agency shall approve any proposal submitted under the preceding sentence if it determines that the local educational agency's alternative would more effectively meet the needs of the lowest achieving students of that agency.

(d) AMOUNT OF PLANNING GRANT.—In providing assistance to any secondary school under this section, a local educational agency shall award each school an amount sufficient to ensure the development of a school plan whose size, scope and quality are such that it would further the purposes of this title.

(e) PLAN REQUIREMENT.—The principal of a secondary school that receives planning assistance under this section shall submit to the local educational agency, within a time established by that agency, a three-year school plan whose submission has been approved by the school site council established in accordance with subsection (f) and that contains the following elements:

(1) Specific short-term and long-term goals for improving basic skills achievement, reducing the student dropout rate, improving student attendance, improving employment skills, strengthening the transition to work, and eliminating stereotyping by race, sex, national origin, or handicapping condition.

(2) Specific approaches for achieving the goals described in paragraph (1) and means for measuring annual progress toward attainment of those goals.

(3) Methods that ensure that students participate in the program without regard to race, sex, national origin, or handicapping condition.

(4) A staff development plan.

(5) A school management plan, including a budget, designed to employ the total resources of the school in meeting the goals described in paragraph (1).

(6) A community outreach plan, including specific provisions designed to involve parents in the education of their children.

(7) Plans to collaborate with the prime sponsor (as defined in section 260) and the private sector in the development of work experience and cooperative education programs for students in grades 10 through 12.

(8) Procedures for developing for each disadvantaged student in that school a basic skills and employ-

ment record that contains elements approved by the prime sponsor and the local private industry council, established in accordance with section 704 of the Comprehensive Employment and Training Act of 1973.

(9) Approaches the school will use to attract back to school those youth aged 16 through 19 who left school prior to earning a certificate of graduation.

(10) Plans to utilize and coordinate appropriate resources available through other local, State, and Federal programs in the effort to achieve the goals described in paragraph (1).

(11) Plans to provide support services, including day care and transportation, when those services are essential to the participation in the program of disadvantaged students and are not available through other local, State, or Federal programs.

(f) SCHOOL SITE COUNCIL.—Any school that receives planning assistance under this section shall establish a school site council to assist the principal of that school in the development of a school plan that meets the requirements of subsection (e). In the event that the school plan is funded by the local educational agency in accordance with section 208, the school site council shall assist the principal in the implementation of the plan, and the attainment and evaluation of its goals. The council members shall be selected in accordance with criteria of the Secretary, except that the council shall have a sex, ethnic, and racial composition that reflects that of the school's student population and shall have representatives from each of the following groups: (1) parents of children enrolled at that school; (2) teachers at that school; (3) local business; (4) organized labor; (5) prime sponsor; (6) students; and (7) community-based organizations. Teachers' representatives shall be selected by their peers and shall constitute at least one-third of the total membership of the council. The principal shall serve as chairman of the council.

(g) USE OF PLANNING FUNDS.—In addition to expenses directly related to the development of a school plan in accordance with the requirements of this section, a secondary school may use funds received under this section for expenses relating to inservice training designed to prepare school staff for the implementation of the plan.

REQUIREMENTS FOR IMPLEMENTATION OF SCHOOL PROGRAMS

SEC. 208. (a) SCHOOL SELECTION.—A local educational agency may use funds received under this part only for programs that are designed to meet the special needs of secondary school students who lack basic and employment skills. The local educational agency, in consultation with an advisory committee established in accordance with the provisions of section 209, shall select from among the school plans submitted under section 207 those schools that are to receive implementation assistance under this section on the basis of criteria established by the local educational agency. Those criteria shall include the following—

(1) The appropriateness of the goals established by the school in its plan and the means for measuring progress toward attainment of those goals.

(2) The extent to which the school would meet the needs of its students to improve basic and employment skills, provide inservice training that would enhance the capability of the entire school to meet the instructional needs of its low achieving students, provide information to students about work opportunities and the relationship of the school to the private sector and prime sponsor, eliminate race, sex, national origin and handicap stereotyping in career information and work experience, and provide for the integration of work experiences with the academic curriculum in order to motivate students to achieve academically and to stay in school.

(3) The extent to which the school involved parents, teachers, the private sector, prime sponsors, and other appropriate segments of the local community in the development of the plan and the extent to which

the plan calls for the ongoing involvement of these groups in the implementation of the plan.

(4) The quality of the efforts made by the school to determine the nature and extent of the needs of its students and the extent to which the plan corresponds to those needs.

(5) The extent to which the school would use and coordinate all available resources, including other Federal and State funds, and improve the use of existing resources, to achieve its goals.

(b) FUNDING.—The local educational agency shall determine the amount and duration of assistance provided to secondary schools under this section, except that—

(1) it shall provide assistance, for no fewer than three consecutive years, to each school selected by it under subsection (a), so long as the local educational agency determines that the school is making substantial, documented progress toward meeting the short- and long-range goals described in section 207(e)(1);

(2) each such school is eligible to receive assistance in amounts that will enable it to conduct activities that will have a major, sustained effect on the achievement, retention, and employment opportunities of disadvantaged youth;

(3) subject to the provisions of paragraph (4), each such school is eligible to receive a minimum award not less than the greater of the following:

(A) $25,000; or

(B) 30 percent of the product of (A) the State average per pupil expenditure, multipled by (B) the total number of children enrolled at that school who are from low-income families, or the total number of children who score below the 25th percentile in basic skills achievement on an objective test, whichever is greater. For purposes of identifying children to be counted under this subparagraph, the local educational agency shall use the same measures it used for the purpose of identifying children to be counted under section 207(b); and

(4) if the school uses special State or Federal funds to provide compensatory education in the basic skills to disadvantaged children the local educational agency may take these funds into consideration in determining the amount of assistance provided to the school under this section.

(c) PLANNING.—During any fiscal year subsequent to fiscal year 1981, a local educational agency may use not more than 2.5 percent of the funds available to it under this part for that year to assist secondary schools to develop plans under section 207 for programs designed to improve the basic and employment skills of disadvantaged students.

LOCAL DISTRICT ADVISORY COUNCIL

SEC. 209. Except as provided in section 417(b)(2) of the Comprehensive Employment and Training Act of 1973, as amended by section 103 of this Act, each local educational agency that receives funds under this section shall establish an advisory council to recommend to the agency schools for assistance under section 207 and section 208, and services to be provided to nonpublic school students under section 213. The council shall also advise the local educational agency with respect to the evaluation of each school's progress toward achievement of its goals. Members of the advisory body shall be selected by the local educational agency in accordance with procedures prescribed by the Secretary, and shall be representative of—

(1) parents, at least one of whom is selected by members of the district advisory council established under section 125 of the Elementary and Secondary Education Act of 1965;

(2) local citizens, including youth;

(3) private industry;

(4) the prime sponsor;

(5) community-based organizations;

(6) teachers;

(7) private schools; and

(8) labor organizations.

The advisory body shall have a sex, ethnic, and racial composition that corresponds as closely as possible to the composition of the population of the area served by the local educational agency.

FUNDS ALLOCATION

SEC. 210. (a) MAINTENANCE OF EFFORT.—A local educational agency is eligible for assistance under this title for any fiscal year only if the State educational agency finds that the combined fiscal effort per student or the aggregate expenditures of that agency and the State with respect to the provision of free public education by that agency for the preceding fiscal year was not less than the combined fiscal effort per student or the aggregate expenditures for that purpose for the second preceding fiscal year.

(b) RESOURCE EQUIVALENCY.—(1) A local educational agency receiving funds under this part shall ensure that the regular funds from non-Federal sources for schools receiving funds under this part be substantially equivalent, in the aggregate, to the funds provided similar schools not funded under this part.

(2) A local educational agency receiving funds under this part must ensure that these funds increase the level of

resources available to schools receiving funds under this part and that Federal, State, and local supplemental funds be equitably distributed, in the aggregate, to schools receiving funds under this title in comparison with similar schools not receiving funds under this title.

COMPLAINT RESOLUTION

SEC. 211. A local educational agency that receives assistance under this part shall develop and implement, in accordance with criteria prescribed by the Secretary, written procedures for the resolution of compliants made to that agency by advisory councils, parents, teachers, or other concerned organizations or individuals concerning violations of this title, or of applicable provisions of the General Education Provisions Act in connection with programs under this title. The procedures shall—

(1) provide specific time limits for investigation and resolution of complaints, which shall not exceed thirty days unless a longer period of time is provided by the State educational agency due to exceptional circumstances in accordance with criteria prescribed by the Secretary;

(2) provide an opportunity for the complainant or the complainant's representative, or both, to present evidence, including an opportunity to question parties involved;

(3) provide the right to appeal the final resolution of the local educational agency to the State educational agency within thirty days after receipt of the written decision; and

(4) provide for the dissemination of information concerning these procedures to interested parties, including all district and school advisory councils.

REPORTS

SEC. 212. The reports which a local educational agency is required by section 436(b)(4) of the General Education Provisions Act to make to appropriate State agencies and the Secretary shall be made no less frequently than annually and shall include a detailed description of the progress made by each school assisted under this part to meet its objectives. This description shall include the specific performance criteria used by each school to measure progress.

PARTICIPATION OF CHILDREN ENROLLED IN PRIVATE SCHOOLS

SEC. 213. GENERAL REQUIREMENTS.—(a)(1) From the funds available to a local educational agency under this part for any fiscal year, the agency shall set aside an amount which bears the same ratio to the total funds available as the number of children in that district who are described in section 205(a)(2) and who are enrolled in nonpublic secondary schools bears to the total number of children enrolled in secondary schools in that district who are described in section 205(a)(2). The local educational agency shall use the funds so set aside to arrange, in a manner consistent with the Constitution of the United States and local, State, and Federal law, for the provision of special services to disadvantaged students who are enrolled in nonpublic secondary schools within its district on a basis comparable to those provided to similar students enrolled in the secondary schools of the local educational agency. In arranging for the provision of special services under this section, a local educational agency shall give priority to students enrolled in schools with high concentrations of students who are from low income families or who demonstrate limited academic achievement.

(2) In carrying out the provisions of this subsection, a local educational agency may (A) provide services to the students enrolled in nonpublic secondary schools that do not discriminate on the basis of race, color, or national origin or (B) make payments to a nonpublic secondary school that does not discriminate on the basis of race, color, or national origin so that it may arrange for those services, except that a local educational agency may make payments under clause (B) only to a school that is not devoted to religious ends or uses. Any nonpublic school that receives payments under clause (B) shall be subject to all the requirements under this part

applicable to a local educational agency other than sections 210 (b) and (c).

(b) BYPASS PROVISION.—(1) If the Secretary determines that a local educational agency (A) is prohibited or substantially impeded by State or local law or policy from providing special services to students enrolled in nonpublic schools as required by subsection (a), or (B) has substantially failed to arrange for the provision of services to those children on a comparable basis as required by that subsection, the Secretary shall waive that requirement and arrange for the provision of services to those children through arrangements which shall be subject to the requirements of subsection (a).

(2)(A) When the Secretary arranges for services pursuant to this subsection, he shall, after consultation with the appropriate public and private school officials, pay to the provider the cost of those services, including the administrative cost of arranging for those services, from the appropriate allocations under this part.

(B) Pending final resolution of any investigation or complaint that could result in a determination under this subsection, the Secretary may withhold from the appropriate allocations the amount he estimates would be necessary to pay the cost of those services.

(C) Any determination by the Secretary under this section shall continue in effect until the Secretary determines that there will no longer be any failure or inability on the part of the local educational agency to meet the requirements of subsection (a).

(3)(A) The Secretary shall not take any final action under this subsection until the State educational agency and local educational agency affected by that action have had an opportunity, during a period of at least forty-five days after receiving written notice thereof, to submit written objections and to appear before the Secretary or his designee to show cause why the action should not be taken.

(B) If a State or local educational agency is dissatisfied with the Secretary's final action after a proceeding under subparagraph (A) of this paragraph, it may within sixty days after notice of such action, file with the United States court of appeals for the circuit in which that State is located a petition for review of that action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the Secretary. The Secretary thereupon shall file in the court the record of the proceedings on which he based his action, as provided in section 2112 of title 28, United States Code.

(C) The findings of fact by the Secretary, if supported by substantial evidence, shall be conclusive; but the court, for good cause shown, may remand the case to the Secretary to take further evidence, and the Secretary may thereupon make new or modified findings of fact and may modify his previous action, and shall file in the court the record of the further proceedings. Such new or modified findings of fact shall likewise be conclusive if supported by substantial evidence.

(D) Upon the filing of a petition under subparagraph (B), the court shall have jurisdiction to affirm the action of the Secretary or to set it aside, in whole or in part. The judgment of the court shall be subject to review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code.

PART B—PROGRAMS OPERATED BY STATE AGENCIES

Subpart 1—Programs for Special Populations

ELIGIBILITY AND AMOUNT

SEC. 221. (a) ENTITLEMENT.—A State educational agency or a combination of such agencies, upon application for a fiscal year, shall be entitled to a grant under this subpart for that year, to establish or improve, either directly or through local educational agencies or other State agencies, programs for migratory children of migratory agricultural workers or of migratory fishermen and programs for children in institutions for neglected or delinquent children or in adult correctional institutions which meet the requirements of section 222.

(b) AMOUNT OF GRANT.—(1) For each State eligible to receive a grant under this subpart for any fiscal year, the Secretary shall determine the product of—

(A) the number of children in the State who are counted in accordance with the provisions of paragraph (3); and

(B) the average per pupil expenditure in the State, except that (i) if the average per pupil expenditure in the State is less than 80 percent of the average per pupil expenditure in the United States, the multiplier shall be 80 percent of the average per pupil expenditure in the United States, or (ii) if the average per pupil expenditure in the State is more than 120 percent of the average per pupil expenditure in the United States, the multiplier shall be 120 percent of the average per pupil expenditure in the United States.

(2) The amount of the grant to a State under this subpart for a fiscal year shall be an amount which bears the same ratio to the total funds available for this subpart for that year as the product determined under paragraph (1) for that State for that fiscal year bears to the sum of the products for all States that are eligible for a grant under this subpart for that fiscal year.

(3) The number of children to be counted for purposes of paragraph (1) is the aggregate of—

(A) the estimated number of migratory children of migratory agricultural workers or of migratory fishermen who are aged five to seventeen, inclusive, and who reside in the State full time;

(B) the full-time equivalent of the estimated number of such migratory children who are aged five to seventeen, inclusive, and who reside in the State part time, as determined by the Secretary; and

(C) the number of neglected or delinquent children in average daily attendance, as determined by the Secretary, at schools for those children operated or supported by a State agency, including schools providing education for those children under contract or other arrangement with the State agency.

(c) AVAILABILITY OF FUNDS.—From the sums appropriated for this title for any fiscal year, other than sums set aside under section 258 and section 259, 2.5 percent shall be available for the purpose of making payments in accordance with the provisions of this subpart.

PROGRAM REQUIREMENTS

SEC. 222. (a) REQUIREMENTS FOR APPROVAL OF APPLICATION.—The Secretary may approve an application submitted under section 221 only upon his determination that payments will be used for programs at the secondary school level—

(1)(A) which are designed to improve the basic and employment skills of migratory children of migratory agricultural workers or of migratory fishermen, and to coordinate those programs with similar programs in other States, including the transmittal of pertinent information with respect to school records of those children;

(B) that in planning and carrying out programs there has been and will be appropriate coordination with State employment and training programs, and programs administered under section 303 of the Comprehensive Employment and Training Act of 1973;

(C) that the programs will be administered and carried out in a manner consistent with the basic objectives of part A of this title; and

(2) which are designed to improve the basic and employment skills of youth in institutions for neglected or delinquent children or in adult correctional institutions. These programs shall be designed to support educational services supplemental to the basic education of those children that must be provided by the State, and shall be administered and carried out in a manner consistent with part A of this title.

(b) BYPASS PROVISION.—If the Secretary determines that a State is unable or unwilling to conduct educational programs for migratory children of migratory agricultural workers or of migratory fishermen, or that it would result in more efficient and economic administration, or that it would add substantially to the welfare or educational attainment of such children, he may make special arrangements with other public or nonprofit private agencies to carry out the purposes of this section in one or more States, and for this purpose he may use all or part of the total of grants available for any such State under this section.

Subpart 2—State Supplemental Programs

ELIGIBILITY AND AMOUNT

SEC. 231. (a) ENTITLEMENT.—A State educational agency, upon its application for a fiscal year, shall be entitled to receive a grant for that year under this subpart to establish or improve, through local educational agencies, programs designed to improve the basic and employment skills of disadvantaged secondary school students.

(b) AMOUNT OF GRANT.—(1) For each State eligible to receive a grant under this subpart for any fiscal year, the Secretary shall determine the product of—

(A) the number of children in the State who are counted in accordance with section 205(a)(2); and

(B) the average per pupil expenditure in the State, except that (i) if the average per pupil expenditure in the State is less than 80 percent of the average per pupil expenditure in the United States, the multiplier shall be 80 percent of the average per pupil expenditure in the United States, or (ii) if the average per pupil expenditure in the State is more than 120 percent of the average per pupil expenditure in the United States, the multiplier shall be 120 percent of the average per pupil expenditure in the United States.

(2) Subject to the provisions of section 241, the amount of the grant which shall be made available to a State under this subpart for any fiscal year shall be an amount which bears the same ratio to the total funds available for this subpart as the product determined under paragraph (1) for that State for that fiscal year bears to the sum of the products for all States that are eligible for a grant under this subpart for that fiscal year.

(c) Availability of Funds.—From the sums appropriated for this title for any fiscal year, other than sums set aside under section 258 and section 259, 10 percent shall be available for the purpose of making payments in accordance with the provisions of this subpart.

PROGRAM REQUIREMENTS

Sec. 232. The Secretary may approve an application submitted under section 231 only upon his determination that—

(1) payments will be used for planning and implementing programs that are designed to improve the basic and employment skills of disadvantaged students;

(2) programs will be conducted at secondary schools (regardless of whether they are within local educational agencies eligible to receive assistance under part A of this title) that meet the eligibility requirements contained in section 207(b);

(3) the State will administer the programs under this subpart in a manner consistent with the basic objectives of and procedures contained in part A; and

(4) the State will establish an advisory body in accordance with section 233.

ADVISORY COUNCIL

SEC. 233. To be eligible for assistance under this subpart, a State shall establish an advisory council whose function shall be to advise the State educational agency in the selection of schools to be assisted under section 231. The Governor of the State and the State educational agency shall designate equal numbers of members of the council. The Governor and the Sate educational agency shall select two-thirds of the members of the council from among the individuals who serve as members of the following groups:

(1) The State employment and training council, established in accordance with section 110 of the Comprehensive Employment and Training Act of 1973; and

(2) The State advisory council for vocational education, established in accordance with section 105 of the Vocational Education Act.

Subpart 3—Vocational Education Program

PAYMENTS TO STATE

SEC. 241. (a) GENERAL.—The Secretary shall pay, from the amount available to each State for grants under this title, an amount equal to 25 percent of the total funds to which the State is entitled under part A, subpart 2 of this part and section 256 to the sole State agency for vocational education for the purpose of planning and implementing, through local education agencies, programs to improve the basic skills, employment skills and special occupational skills of disadvantaged in-school and out-of-school youth that are consistent with the requirements of this subpart.

(b) SPECIAL DEFINITIONS.—For the purposes of this subpart—

(1) "in-school youth" means students enrolled in grades 10 through 12; and

(2) "out-of-school youth" means youth aged 16 through 19 who left school prior to earning a certifi-

cate of graduation and who are eligible for services under title I of this Act.

PROGRAM REQUIREMENTS

SEC. 242. The Secretary may make the payments authorized by section 241 only upon his determination that—

(1) the funds attributable to part A, subpart 2 of this part, and section 256 will be used in a manner consistent with the objectives and pursuant to the requirements contained in each of those authorities, respectively;

(2) the sole State agency for vocational education will use the funds attributable to part A to provide assistance to counties in amounts that, in the aggregate, equal that portion of the county's entitlement under part A that is made available to the sole State agency under this subpart;

(3) the sole State agency for vocational education will approve the percentage of assistance provided to each local educational agency under this subpart that may be used for programs designed to serve out-of-school youth, except that any percentage may not be less than 15 percent and may not be more than 30 percent unless the sole State agency determines that a higher percentage is warranted by special circumstances in that district;

(4) in any State in which the sole State agency for vocational education is not the State educational agency, the sole State agency will not provide assistance pursuant to an application submitted in accordance with section 243 unless it has been approved by the State educational agency; and

(5) funds will be used to assist programs designed to improve special occupational skills only if the projects provide training in occupation skills areas for which there is a clear and documented local need. A local educational agency may document local need by means of a written agreement with the local private industry council established in accordance with section 704 of the Comprehensive Employment and Training Act of 1973 that acknowledges that the need exists and that the local business and industrial community is committed to placing successful graduates of the program in jobs, including the placement of graduates in jobs nontraditional for their sex.

LOCAL AGENCY APPLICATION

SEC. 243. (a) A local educational agency is eligible for assistance under this subpart for a fiscal year only if it has submitted to the sole State agency for vocational education an application describing the programs to be conducted, for a period of three fiscal years that includes that fiscal year, with assistance provided under this subpart. The application must be signed by the local prime sponsor in any instance in which the prime sponsor would jointly fund the activities described in the application, and by the local district for vocational education in any area in which that agency is distinct from the local educational agency. The application may be amended at any time to describe changes in or additions to the activities originally set forth in the application. An application or amendment thereto shall be approved by the sole State agency and the State educational agency, in States where those two agencies are distinct, upon their determination that the application meets the specific requirements of subsection (b) of this section and provides for the use of funds in a manner which meets the requirements of this subpart, part A, the General Education Provisions Act, and such basic criteria as the Secretary may prescribe.

(b) Each application submitted by a local educational agency under this section shall contain—

(1) assurances that funds attributable to part A for any fiscal year will be used only to assist programs conducted at secondary schools that have submitted a consolidated plan for funding under part A and this subpart and are selected to receive assistance under part A for that year;

(2) assurances that, in any case where the local educational agency is not the local district for vocational education, that both agencies have agreed upon a single set of criteria for use in determining school eligibility under section 207(b) and under this subpart;

(3) a description of how the local educational agency will determine the allocation of funds between programs designed to serve in-school and out-of-school youth; and

(4) assurances that programs designed to serve out-of-school youth will be operated in close cooperation with the local prime sponsor and private business.

PART C—GENERAL PROVISIONS

APPLICABILITY OF GENERAL EDUCATION PROVISIONS ACT

SEC. 251. In addition to other requirements contained in this title and except as provided in the next sentence, the requirements of the General Education Provisions Act that relate to local, State, and Federal administration of applicable programs applies to the programs assisted under this title. For the purposes of this title, the provisions of section 434(a) of that Act, relating to submission of a State monitoring plan, are deemed mandatory upon the Secretary, and the provisions of section 434(b) of that Act, relating to enforcement of Federal requirements, are deemed mandatory upon the States.

COORDINATION, TECHNICAL ASSISTANCE AND DISSEMINATION OF INFORMATION

SEC. 252. Each State educational agency shall carry out a comprehensive program to coordinate activities assisted under this title with employment and training activities and other relevant activities conducted in the State, and to provide technical assistance to local educational agencies and State agencies with respect to the use of funds received under this title. The program shall include technical assistance for management procedures, for planning, development, implementation, and evaluation of school programs, and for preparation of applications. Each State educational agency shall also adopt procedures for disseminating to local educational agencies and State agencies (1) significant and relevant information derived from educational research, (2) information about successful education projects designed to improve basic and employment skills, and (3) such other information as will assist local educational agencies and State agencies in planning, developing, implementing, and evaluating programs assisted under this title.

STATE MONITORING AND ENFORCEMENT PLANS

SEC. 253. Each State educational agency participating in programs under this title shall submit to the Secretary, in such detail as the Secretary may prescribe, a monitoring and enforcement plan that meets the requirements of section

434(a) of the General Education Provisions Act and also includes—

(1) a description of the means by which the State educational agency determines the compliance by local educational agencies with the requirements of section 213 relating to the provision of comparable services to students enrolled in nonpublic schools;

(2) a description of the key aspects of a program that the State will monitor at each site; and

(3) a description of the relationship between the respective responsibilities under this title of the State educational agency and the sole State agency for vocational education, in those States where those agencies are separate entities.

COMPLAINT RESOLUTION BY THE STATE EDUCATIONAL AGENCY

SEC. 254. Each State educational agency shall adopt written procedures for receiving complaints, and reviewing appeals from decisions of local educational agencies with respect to complaints, concerning violations of this title or applicable provisions of the General Education Provisions Act in connection with the programs assisted under this title, and for conducting those onsite investigations relating to complaints that the State educational agency deems necessary. These procedures shall include—

(1) time limits for resolving the complaint or completing the review and, if necessary, the independent onsite investigation, which shall not exceed sixty days unless exceptional circumstances are found by the State educational agency to exist;

(2) an opportunity for the complainant or the complainant's representative, or both, and the local educational agency involved to present evidence, including the opportunity to question parties to the dispute and any of their witnesses;

(3) the right to appeal the final resolution of the State educational agency to the Secretary within thirty days after receipt of the written decision; and

(4) dissemination, free of charge, of information concerning these procedures to interested parties including all district and school advisory councils.

COMPLIANCE AGREEMENTS

SEC. 255. A State educational agency may suspend any withholding action relating to application approval or payment of funds undertaken pursuant to section 434(b) of the General Education Provisions Act while there is in effect a compliance agreement with the local educational agency or State agency under this section. The agreement shall be deemed to be in effect for the period specified therein, except that if the local educational agency or State agency fails to comply with the terms agreed to, the agreement shall no longer be in effect. For purposes of this section, the term "compliance agreement" means an agreement which—

(1) sets forth the terms and conditions to which the local educational agency or State agency has agreed in order to comply with the requirements of this title or the General Education Provisions Act and regulations promulgated thereunder, and with the applicable rules, regulations, procedures, guidelines, criteria or other requirements adopted by the State educational agency;

(2) addresses all the matters that formed the basis for the initiation of the withholding action by the State educational agency; and

(3) may consist of a series of agreements that in the aggregate dispose of all such matters.

Within fifteen days after the execution of any compliance agreement, the State educational agency shall send a copy thereof to the district advisory council affected, and to each organization or person who filed a complaint with respect to any failure to comply that is covered by that agreement.

PAYMENTS FOR STATE ADMINISTRATION

Sec. 256. From the amounts allocated to States under this title, the Secretary is authorized to pay to each State amounts equal to the amounts expended by it for the proper and efficient performance of its duties under this title, except that the total of those payments in any fiscal year shall not exceed 1.5 percent of the amount allocated to the State and its local educational agencies and to other State agencies as determined for that year under this title.

COMPLAINT RESOLUTION BY THE SECRETARY

SEC. 257. The Secretary shall develop and disseminate procedures for receiving and resolving appeals from final resolutions of State educational agencies with respect to complaints concerning violations of this title or of applicable provisions of the General Education Provisions Act in connection with programs under this title, for receiving such complaints directly from advisory councils, parents, teachers, or other concerned organizations or individuals, and for conducting independent onsite investigations of complaints if the Secretary deems necessary. These procedures shall include—

(1) time limits for resolving the complaint or for completing the review and any necessary independent investigation, which time limits shall not exceed sixty days unless exceptional circumstances are found by the Secretary to exist;

(2) an opportunity for the complainant, the complainant's representative, the local educational agency, and the State educational agency to present evidence; and

(3) written notification to the complainant, the complainant's representative, the local educational agency, the State educational agency, the State agency, the district advisory council and other appropriate advisory councils, within ten days after the resolution of the complaint, of the nature of the resolution and the reasons therefor.

PROGRAM DEVELOPMENT

SEC. 258. (a) RESEARCH AND DEVELOPMENT.—In order to further the purposes of this title, the Secretary is authorized to make grants to State and local educational agencies, and other public and nonprofit private agencies, organizations, and institutions to carry out development and demonstration activities the purposes of which may include linking prime sponsors and schools, training teachers and administrators to work with youth served by this title, and encouraging local educational agencies to establish alternative school arrangements.

(b) SOURCE OF FUNDS.—The Secretary is authorized, out of funds appropriated to carry out this title in any fiscal year, to set aside not more than one percent, or $10 million, whichever is less, to carry out the provisions of this section.

PROGRAMS IN THE TERRITORIES AND SCHOOLS OPERATED BY THE BUREAU OF INDIAN AFFAIRS

SEC. 259. From funds appropriated to carry out this title in any fiscal year, the Secretary shall set aside one percent for the purpose of making payments to—

(1) local educational agencies in Guam, American Samoa, the Virgin Islands, the Commonwealth of the Northern Mariana Islands, and the Trust Territory of the Pacific Islands for the purpose of assisting programs designed to improve the basic and employment skills of disadvantaged students; and

(2) the Secretary of the Interior for the purpose of arranging the provision of services designed to improve the basic and employment skills of disadvantaged Indian youth.

The Secretary shall make payments under this section in amounts that are consistent with the respective needs of the recipients and according to terms that the Secretary determines will best carry out the purposes of this title.

DEFINITIONS

SEC. 260. Except as otherwise provided, for purposes of this title:

(a) The term "average daily attendance" means attendance determined in accordance with State law except that notwithstanding any other provision of this title, where the local educational agency of the school district in which any child resides makes or contracts to make a tuition payment for the free public education of such child in a school situated in another school district, such child shall be considered (A) to be in attendance at a school of the local educational agency so making or contracting to make such tuition payment, and (B) not to be in attendance at a school of the local educational agency receiving such tuition payment or entitled to receive such payment under the contract.

(b) The term "average per pupil expenditure" means, in the case of a State or the United States, the aggregate current expenditures, during the third fiscal year preceding the fiscal year for which the computation is made (or if satisfactory data for that year are not available at the time of computation, then during the most recent preceding fiscal year for which satisfactory data are available), of all local educational agencies in the State, or in the United States (which for the purposes of this subsection means the fifty States, and the District of Columbia), as the case may be, plus any direct current expenditures by the State for operation of such agencies (without regard to the source of funds from which either of such expenditures are made), divided by the aggregate number of children in average daily attendance to whom such agencies provided free public education during such preceding year.

(c) The term "basic skills" means the skills of reading, mathematics, and effective communication, both written and oral.

(d) the term "county" means those divisions of a State utilized by the Secretary of Commerce in compiling and reporting data regarding counties.

(e) The term "current expenditures" means expenditures for free public education, including expenditures for administration, instruction, attendance, and health services, pupil transportation services, operation and maintenance of plant, fixed charges, and net expenditures to cover deficits for food services and student body activities, but not including expenditures for community services, capital outlay, and debt service.

(f) The term "employment skills" means those qualities that are not occupation-specific that enable a person to secure and retain a job, such as the ability to complete a job application, to appreciate the importance of punctuality and job responsibility, and to respond constructively to supervision.

(g) The term "local educational agency" means a public board of education or other public authority legally constituted within a State for either administrative control or direction of, or to perform a service function for, public elementary or secondary schools in a city, county, township, school district, or other political subdivision of a State, or such combination of school districts or counties as are recognized in a State as an administrative agency for its public elementary or secondary schools. Such term includes any other public institution or agency having administrative control and direction of a public elementary or secondary school.

(h) The term "parent" includes a legal guardian or other person standing in loco parentis.

(i) The term "prime sponsor" means any agency, organization, unit of government of other entity designated in accordance with section 101 of the Comprehensive Employment and Training Act of 1973.

(j) The term "secondary school" means a school or that part of a school that provides instruction in any of the grades seven through twelve.

(k) The term "Secretary" means the Secretary of Education.

(l) The term "sole State agency for vocational education" means the agency designated in accordance with section 104 of the Vocational Education Act, as amended.

(m) The term "State" means any of the fifty States, the District of Columbia, and the Commonwealth of Puerto Rico.

(n) The term "State educational agency" means the officer or agency primarily responsible for the State supervision of public elementary and secondary schools.

AUTHORIZATION OF APPROPRIATIONS

SEC. 261. There are authorized to be appropriated for carrying out the provisions of this title such sums as may be necessary for fiscal year 1981 and each of the three succeeding fiscal years. The appropriation for any fiscal year may be included in an Act making appropriations for the preceding fiscal year and may be made available for obligation and expenditure commencing on July 1 of that preceding fiscal year.

Chairman **Perkins**. We have Dr. Scott Thomson with the National Association of Secondary School Principals; Mr. Arnoldo S. Torres with the League of United Latin American Citizens as the congressional liaison; Mr. Gene Dunworth who is administrator, Federal and State Relations with the Chicago Board of Education and Mr. Philip A. Viso, assistant superintendent with the Chicago Board of Education.

Dr. Thomson, we will lead off with you.

STATEMENT OF SCOTT D. THOMSON, EXECUTIVE DIRECTOR, NATIONAL ASSOCIATION OF SECONDARY SCHOOL PRINCIPALS

Dr. **Thomson**. Thank you, Mr. Chairman.

I appreciate the opportunity to testify. My name is Scott Thomson. I am the executive director of the National Association of Secondary School Principals. I replaced Owen Kiernan about 2 months ago who has testified here many times.

I want to speak from the perspective of the principal, the local school leader because of his crucial role in this program as is proposed and in fact crucial to the success of any program, his or her interest and leadership.

We are strongly in support of the Youth Education and Training Act for at least four reasons. We subscribe to the belief that education tends to be too information rich and experience poor and in fact our bicentennial document called "Secondary Schools in a Changing Society" to our belief takes a strong position on behalf of using all of the resources in the community for the curriculum and not just confining the curriculum to the school site and to information in the library and the classroom.

We believe it is a good concept of education to use the resources of the community and have for some years.

Second, we believe strongly in school administered work programs. Schools at the secondary level do a good job at approximately $10 per day per student. That is a pretty good bargain for teaching, for counseling, for athletic programs, for activities, and for work experience programs.

We believe we can do the job better and at less cost than other agencies can do it.

For about 15 years there has been a series of efforts on the part of the Federal Government to establish other agencies to handle youth work and youth job programs, CBO's, community based organizations, going clear back to the days of the Office of Equal Opportunity. There have been job corps programs and many more.

I think an objective analysis and evaluation of most of these community based organization programs have been they are simply artistic flops and financial flops. They have not produced the results anticipated. There was little accountability involved. There was even cases of nepotism and high costs; unaccounted funds.

We think there is solid evidence that the money spent for work programs should be spent with schools and not by establishing new organizations.

Eighty percent of the schools today have work experience programs. What they do need is some additional funds for job placement programs and job supervision.

The third reason we support the concept is because basic skills are learned very well in a community setting. There is all kinds of evidence that many students can learn to write and to read in a work setting when they cannot achieve these skills in a school setting.

We think educational credit should be an integral part of this whole program and it is a strong incentive to the graduate in order to link the diploma and credit with the work experience programs.

We do have some very serious reservations about the technical specifications of the proposed legislation. We think these technical specifications are seriously flawed. They are necessarily complex. They are overdetailed. They are even mindless.

On page 9 of my testimony I point out that the technical specs call for the entire school plan and program must involve the total faculty and the total school curriculum. Does that mean these work experience programs must involve the French teacher or the music teacher or the physics teacher? If so, why?

Does that mean the chemistry curriculum and the painting curriculum or the writing curriculum must be involved? If so, why?

That is just a simple example of the over detail and the kind of silly requirements that are involved; a maze of proposals, committees, plans, reports, and meetings, all of which leave the student untouched.

We also believe the requirement to have a proposal writing competition is silly. It goes back to who can design the best billboard and not who can deliver the best product. It is a waste of time and money and it may be fun for the judges but it makes cynics of school people who are interested in working with kids and not in preparing paper proposals. It is just more unnecessary paper shuffling in our view.

We think the technical specs repeat the errors that have been made for years where there are attempts to administer the programs directly from Washington, D.C., a highly centralized management approach.

These specifications apply moneys to activities that many districts do not need. Many districts do not need in-service if they are involved in similar programs. They may not need materials. We think the moneys in many cases are aimed at students who are too young.

I guess in sum what we are saying is we really believe as secondary school principals that these technical specs as written assume incompetence on the part of the local school and assume unworthiness on the part of the local school and it is demeaning to have those assumptions made.

I would like to say we are not against school site councils if they are advisory. Any kind of community assistance that is requested by the school should involve advisory councils.

In closing let me say what we would strongly recommend on the positive side is a new management model for this program; a new management model that would focus on decentralized management to be more effective and efficient and to use the talents of the principal and his staff for managing the program rather than for writing contests and pushing paperwork.

Specifically we would propose a five-step management process. One, where the legislation would define carefully the objectives of the program; two, where the legislation or the technical specs would define or establish the criteria of the schools to qualify whether it is the Orshansky formula or whatever, some criteria to qualify; three, there would be a clear definition of the expected outcomes, the evaluation outcomes; four, there would be some very specific reporting procedures required and five, there would be a random audit of results.

This is a kind of modern management model that is used by the private sector. It is the kind of management model that is the theorists and professors in the field are recommending. It is the kind that we are attempting to use more and more in education.

I think this program could be very effective if the emphasis were given to this kind of management under the total goals of the program rather than the technical specifications that are currently contained in the documents that I have.

We would like to see the moneys used on students and with teachers rather than on writing and on over management.

Thank you very much. If there are any questions I would be pleased to respond.

[The prepared statement of Scott D. Thomson follows:]

PREPARED STATEMENT OF SCOTT D. THOMSON, EXECUTIVE DIRECTOR, NATIONAL ASSOCIATION OF SECONDARY SCHOOL PRINCIPALS

Mr. Chairman and Members of the Subcommittee:

The NASSP for five years has supported youth work and youth service initiatives. The major curriculum change actually implemented in secondary schools during the period 1975-1979 was the development of opportunities for youth to be involved in "action learning," "community based education," "experiential education," and the like. By 1978, some 82% of the public high schools of the nation, according to a study conducted by NASSP, offered students opportunites for work and service in the community.

During this period, as well, NASSP published monographs, curriculum reports and filmstrips, and conducted workshops from Alaska to Florida to motivate principals to broaden their curriculum offerings to include the entire community as a resource.

The centerpiece to this effort was NASSP's bicentennial document, Secondary Schools in a Changing Society: This We Believe. The commitment was straightforward:[1]

The Association believes that the secondary school curriculum should be redesigned and placed in a more comprehensive setting. Opportunities for service and work, serious contact with adult institutions, and experiences which span age and ethnicity need to be a part of secondary education. Thus would schools become less exclusively cognitive, egoistic, and segregated by age and culture.

The times call for more than the simple addition of a few courses.

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[1] Thomson, S.D., Chairman, Task Force on Youth in a Changing Society, This We Believe, National Association of Secondary School Principals, 1975, pp. 17-19, 23-24.

Rather, a new and different perspective must be brought to bear. Among the pertinent questions to be asked today in making a thoughtful analysis of the secondary school curriculum are these: What total set of experiences makes sense for a healthy transition of contemporary youth from childhood to the adult world? How can society best provide for the full development of youth in an era of specialization and transience? How may the education of youth be benefited by the various institutions of society? What roles do the schools assume in the overall design?

The basic responsibility of the secondary schools within this total context is to instruct students. Even as new understandings develop of the broader needs of youth, the secondary schools must make an honest appraisal of their own limitations to serve all needs of all youth. Where learning, or the planning or sponsorship learning, is not the central purpose at hand, institutions other than schools should provide the needed services. Schools should not presume to be the singular cocoon of youth; they cannot furnish all services to all youth.

Learning is not confined to the classroom, however. Superior instruction may occur in a variety of settings, both on and off the school campus. As the sponsor and caretaker of the educational needs of youth, schools will necessarily develop a broader definition of education than commonly is applied today. The community as well as the school affords splendid opportunities to learn. NASSP holds that a full use of these opportunities must become a part of curriculum planning.

Under this concept the school will assume responsibility for pulling together the learning resources of the entire community as well as developing courses for classroom instruction. The Association believes that the identification and design of learning opportunities in the community must become a new curricular priority for the school, and that the role of the school overall is to orchestrate these opportunities for the education of youth.

The current tendency to equate education with reading a book or working in a laboratory should be redirected, so that community-based learning is accepted as a partner of classroom-based learning. The purpose of this thrust is not for vocational training or job orientation, although these may be by-products. The purpose of community-based education is to offer youth a wide variety of opportunities to learn in the public world, to test theory with practice, to assume a partnership with adults, to deliver upon responsibilities of consequence, to gain a mutuality with other age and ethnic groups, to participate in solving problems rather than merely talking about solutions to problems, and to gain a deeper understanding of the possibilities and the limitations of society's institutions and of the people they serve.

The opportunities to learn through action and participation will vary. Some students may find value in job situations. Others may prefer volunteer work in social service agencies or special interest organizations. Still others may organize and contract with public or private agencies, through the school, to provide a specific service. For still others, the school itself may provide the opportunity for a responsible role as tutor or recreation leader or aide.

Among the benefits of age integration, youth with adult, is the incidental learning which takes place. In the process of working alongside adults, youth assimilate ideas and information about the broader culture in addition to various job skills. They learn in adult institutions by observation and conversation, as well as by job participation. Adults, in turn, may gain a new appreciation of youth from this partnership.

Students are supportive of community-based education. Studies by ACTION, the federal agency for volunteer youth, by the Panel on Youth of the President's Science Advisory Committee, and by the Gilbert Youth Poll show that approximately 75 percent of youth today believe that work and service opportunities should be offered during the school day for credit.

Good mental health may be nurtured by such programs. Among the findings of the 1970 Report of the Joint Commission on Mental Health of Children was this comment on the relationship of real work to the affective life.

> Work satisfaction, security and success play important roles in the mental health of our children and youth. Work continues to be a central part of a man's -- and increasingly a woman's -- sense of personal identity, significance, and status.[2]

While the Association feels that community-based learning provides a unique opportunity for youth to develop perspective, maturity, and leadership; at the same time, it recognizes the complexities involved. The intended purposes need to be carefully defined. Thoughtful planning and organization are required. The cooperation of the community is essential. Supervisory personnel must be trained. A shift in school resources may become necessary. Legislation will be required in those states which require the physical presence of the student in the school building in order to qualify for state aid.

Work-study and work-experience programs are seeing steady growth. Volunteer and public service work is gaining acceptance. Internships, apprenticeships, assistantships, and similar approaches to integrating students with adult organizations are beginning to enrich the learning environment for youth. All community enterprises should be enlisted to develop these broader opportunities for learning. Governmental agencies, hospitals, political organizations, volunteer service organizations, research firms, and retail outlets are but a few of the locations where adults are finding a place for secondary school students. Community advisory committees are most helpful for identifying learning stations and for gathering community support for these programs.

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[2] Crises in Child Mental Health: Challenge of the 70's, Report of the Joint Commission on Mental Health of Children, Harper and Row, 1970.

As the community reassumes some degree of responsibility to educate youth, so in turn will the school begin to assume a new responsibility for organizing the total range of educational opportunities available to youth. Schools offer the most natural base for such a program. School personnel can draw together the appropriate elements. They can catalyze for youth the learning resources of the entire community.

While this organizing function could be assumed by other public agencies, the more sensible approach is for schools to lead this effort. Historically, the efforts of non-school agencies to educate youth have been expensive and short-lived. Also, community learning experiences should be integrated with the evaluation and credit systems of the school. This can best be achieved with school leadership.

The Association believes that secondary schools should identify and organize the learning resources of the community as well as those of the campus. Toward this end the schools should begin to place a new focus upon total instructional design so that the best options are available for learning within this broad context. This designing function includes a more thoughtful attention to the nature, needs, and learning styles of students as well. It provides, also, for a student to join the planning team whose task it is to identify and bring about a particular learning environment for that student.

In sum, schools are the appropriate agency for diagnosing the learning needs of students, for locating and managing the total resource pool available to serve those needs, and for initiating, organizing, supervising and evaluating all appropriate educational experiences for students on campus and in the community. Using a mix of school and community resources, the school should orchestrate this broader educational enterprise of design, delivery, and evaluation. This expanded function will be in contrast to the traditional role of the school as a dispenser of education in the classroom.

An attendant benefit gained from learning in a community setting is growth in academic skills. Often students who have experienced difficulty with reading or writing in a classroom setting show significant growth when job requirements include the use of such skills. Also, acting as a tutor of younger students may benefit the development of reading skills as well as enhance the growth of maturity and responsibility in youth.

Community Programs may extend beyond the immediate locale. Various field experiences, work camps, restoration projects, rural-urban student exchanges, sister school residencies, foreign study tours, archeological digs, and environmental projects all offer valuable dimensions to learning. They, also, should be available in the school's storehouse of learning opportunities.

Practical Considerations

The Youth Act of 1980 would move secondary schools significantly toward this goal of utilizing the total community for the education of youth. This is a goal, incidentally, that NASSP would like to see available to all high school students on an elective basis to provide an element of real life experience amidst all of the abstract knowledge with which they are inundated.

Our support of a school-based youth work initiative goes beyond theoretical posture to some very practical considerations as well. For example:

(1) Basic skills often are learned better in a coordinated job-school setting than in a classroom setting. Data gathered by NIE's Experience-Based Career Education Project at Tigard, Oregon, documents that the gains in reading and arithmetic by the students in community settings exceeded a control group spending full time in the classroom. Many NASSP member schools report to us similar patterns of achievement by students in practical, business situations. The reasons for this gain involve increased motivation, association with job requirements, the opportunity to touch and see objects counted or written about, an active but concrete learning situation, and tangible rewards for effort.

(2) Some students, especially the dropout prone, require immediate rewards for effort. They apparently lack the ability to delay gratification. Consequently, next month's report card or the promise of a good job beyond graduation, are insufficient to motivate these students in class today. Work experience, with its tangible rewards, its immediate "cash in hand," does provide a genuine incentive for these student typologies. It therefore is terribly important for schools to provide this option. Without it, all the counselors and social workers and attendance officers in the world will be to little avail.

(3) Basing job opportunities within a school framework provides some very real cost and management advantages for the taxpayer. In 1979, it cost the American citizen about $10 a day to educate its high school students in public schools. This is a lower cost than the typical full-time day care

center. Most babysitters receive more than $10 a day. Public schools provide the best bargain found in the marketplace today. This bargain remains, despite the host of new social programs laid on schools during the 1970's.

Conversely, most youth programs by community-based organizations have been financial and artistic disasters. Beginning with Lyndon Johnson's Job Corps and extending through the various OEO efforts of the late 1960's and early 1970's, the costs of these programs turned out to be excessive, and the outcomes doubtful. In addition to a lack of accountability for results, often we found unaccounted expenditures, political appointees, nepotism, and worse.

Public schools constitute a responsible, audited, publicly controlled and monitored institution to serve youth. Why does Congress create, repeatedly, less accountable and more costly new institutions to perform the very functions schools could perform if only the monies and mission were given to them in the first place? It would seem to us that the funds and manpower wasted upon establishing new organizations to administer youth programs could be much more effectively spent on the students themselves. This could be accomplished by utilizing schools as the delivery system for these services.

(4) Educational credit should be granted for satisfactory youth employment performance. The schools, as credit granting institutions of long experience, should monitor the youth work activities to guarantee the quality and appropriateness of this experience, and to grant credit toward the high school diploma for satisfactory performance. Schools should not be asked to grant credit on the basis of requests by lay persons. This is a professional responsibility requiring some expertise in planning and evaluation. States commission school boards to grant this credit. The boards, in turn, delegate

this responsibility to licensed superintendents and principals. Credit toward graduation cannot, then, be assumed to be a citizen prerogative, but rather is a state function.

Beyond this fact of certification, it is wrong for students to become involved in work programs without the opportunity to earn credit toward a diploma. The central purpose, in fact, of the youth jobs initiative should be to provide students with job skills, job experience, and a diploma.

Implementation: Nonsense and Common Sense

The "Technical Specifications" contain a lot of nonsense. Unfortunately, the school principal cannot ignore the ivory tower prescriptions of bureau chiefs once these prescriptions become administrative regulations. We urge the Subcommittee to preclude some of the more mindless specifications. For example, consider this requirement outlined on page 21 of the proposed regulations:

> In addition, the school plan and program must address approaches for involving the entire school faculty and curriculum in enhancing the achievement of needy youngsters in the basic skills areas.

The physics or music or French teacher must be involved? The advanced writing or chemistry or painting curriculum must be affected? This requirement is not only absurd, it suggests a fatal myopia. Yes, there does exist a real world of "average" and college preparatory students out there in the schools. These students and teachers have their own legitimate interests to pursue. Furthermore, if these interests cannot be pursued in public schools, they will be pursued in private schools, as we already can observe occurring.

This one proposed regulation, incidentally, illustrates clearly a major problem with current federal policy. Programs originally intended as supplements to the total secondary school program very rapidly come to dominate the educational environment by an unrecognized alchemy of monies, regulations, and federal prestige and press releases. The unintended consequences of current federal categorical funding has been to ignore quality education for all students, especially the college bound student.

The entire thrust of the technical specifications needs to be reworked. They are too obstructive, too petty, and too detailed. They reflect someone's concept of how they think schools operate, not the way schools actually do operate. The NASSP would be pleased to volunteer four or five secondary school administrators strong in curriculum to write operative specifications that are sensible, workable, and efficient if the Education Department will assume their travel costs.

We would like to suggest, however, a more basic reform. This whole grand scheme proposed in the specifications for planning grants and competitions and extensive in-service activities, arises from some false assumptions and obsolete management strategies. The entire approach is wrong. Qualification for federal program monies should not be reduced to the level of a contest for designing the best billboard. This is time consuming and wasteful of professional time and talent. It may be fun for the judges, but it makes cynics of the players.

The Education Department should get out of the program administration business. Long-armed administration just doesn't work effectively. Centralized planning -- and these specifications are expressions of centralized planning -- does not work as well as decentralized planning.

Modern management assumes a quite different posture. Rather than relying upon detailed specifications and close oversight, it relies upon something much more effective -- the talent and expertise of the local site manager. This approach allows great flexibility and initiative by local units, so that overall goals are achieved with a minimum of regulatory control.

We urgently request that these technical specifications be recast to provide (1) a clear outline of the objectives of the legislation, (2) a clear description of the criteria to be applied for program participation and to program outcomes, and (3) a reporting date and forms for documenting these outcomes. Then we urge that the monies be distributed without the superficial pre-program requirements, and with a strong statement of accountability requirements. Then let the school districts qualifying for the youth programs go ahead and utilize their monies according to their own best professional judgment. They will respond with initiative and responsibility. Some will use monies for in-service, but others will use monies to stimulate employment activities. Each will use it to the best advantage of their students if they are held accountable for outcomes.

The Education Department would then monitor every three or four programs to verify the reported data. It may seem a simple approach, but it works for the big corporations and it will work for big government. More importantly, it will allow principals once again to be educational leaders.

Thank you for this opportunity to testify.

Chairman **Perkins**. Thank you very much.

Mr. Torres, please identify yourself for the record and proceed.

STATEMENT OF ARNOLDO S. TORRES, CONGRESSIONAL LIAISON, LEAGUE OF UNITED LATIN AMERICAN CITIZENS

Mr. **Torres**. My name is Arnoldo Torres. I represent the League of United Latin American Citizens. It is this country's largest and oldest Hispanic civil rights organization founded in 1929 and incorporated in 1930 with 385 chapters in the country and in 38 States. Unfortunately we do not have any in Kentucky yet.

I am going to summarize briefly the testimony which I present. It is unfortunate more members of the subcommittee are not here. It would have perhaps provided a good opportunity to get into a dialog on the subject since it appears our perspective is somewhat different from the one that has been given consistently during your 3 or 4 days of hearings on this subject.

The testimony that I present gives a brief overview of the educational situation which confronts Hispanics at the present time.

On page 3 of my testimony we indicate the fact that in 1976, 64 percent of persons between the ages of 20 and 24 who were Mexican Americans had completed high school. For Puerto Ricans we find that it is 68 percent and for whites we find there were 87 percent. Information is provided to us by the Civil Rights Commission.

The reason why we provide you with some type of profile on the condition of Hispanics in education is to try to highlight the fact that what has taken place in many of the educational institutions or the systems in this country has been somewhat less than what we would have expected realizing that we cannot solely blame the educational institutions for the misfortune of our youth.

We nevertheless are concerned that perhaps the commitment and the resources have not been given to the institutions in order for them to do a more adequate job.

The second point we tried to highlight is the lack of data which is provided on Hispanics regarding their labor situation. On February 29, which was last Thursday or Friday, the New York Times reported a study which was done by Ohio State University which indicated the figures provided by BLS were somewhat below the actual figure of unemployment of minority youth.

Unfortunately and to our frustration but it appears to be fairly consistent with what the situation is, we find that there is very little information on the actual situation of unemployment confronting Hispanic youth.

As I indicate the continued lack of information has dulled many attempts aimed at dealing with our communities' youth unemployment problems. We have recently heard that the Department of Labor intends to publish data which would give us a more accurate picture of the actual unemployment of Hispanic youth.

In view of the facts that the administration has decided by the introduction of the legislation, they obviously feel that a brand new youth employment program is merited under the circumstances. The proposal is obviously an effort to improve the future employability of disadvantaged youth through in-school remediation and job training efforts.

The educational component of the bill reads more like title I of the Elementary and Secondary Act of 1965. It reads more like title I than a new initiative aimed at resolving the youth unemployment problems of disadvantaged youth.

The difficulties makes us wonder how effective title I programs have been in dealing with the educational needs of children of low-income families. We would assume the intended recipients of this new proposed program by the administration would also be that same youth that should have or has received services under title I.

We are concerned that if title I has indeed been ineffective in resolving the educational needs of children of low-income families, how will this new initiative so similar to title I be effective in addressing these problems?

Perhaps it would be best that Congress and the administration better assess the workings of title I and make necessary changes in its design and purpose. Perhaps this action would demonstrate a more prudent and effective approach of dealing with youth unemployment.

We recognize the attempt of the administration to somewhat deviate from the traditional approaches to employment and training programs by introducing this piece of legislation. We are concerned there are not the types of provisions which mandate cooperation at the local level.

My background before I came into this position was as a budget analyst for the State of California. I was specifically in charge for analyzing on the part of the legislation all of the employment programs in the State. I have found from that experience which was just last year that there is very little cooperation and a very little sharing of information between the two entities, the prime sponsors and the local educational agencies.

There may be people in this room that would like to contest that but I think the studies I have done under the direction of the legislature would indicate otherwise.

In addition the major role is provided for vocational education. There are no provisions mandating a comprehensive outreach service aimed at attracting dropouts back to school.

This subcommittee has received a great deal of testimony from educational representatives indicating their support for the initiatives. The gentleman who I have just followed indicated his support for the local school site advisory councils as long as it was advisory. There have been people who have indicated their dissatisfaction with this approach. It is unfortunate that perhaps they have had a negative experience with advisory councils but we feel there is a necessity for it.

The individual before me has also indicated a concern with the monumental reporting system that would be undertaken by this new legislation. There is no doubt there is a need to be concerned with that. There is a concern that too much money will be spent on this type of endeavor or this aspect of the program.

We feel up to now there has not been enough monitoring in an effective manner of many of the Federal programs, primarily your job programs.

We realize the complexities of developing a comprehensive and effective youth employment program. We seriously question whether the vehicle taken by the administration to address the youth unemployment problems in this country is the best one available. Its premise appears to be correct from our assessments but having it resemble title I requires a more in-depth examination of its chances for success.

This legislation is a major social program initiative by the Carter administration for fiscal year 1981. In view of the rumored cutbacks of CETA it is absolutely imperative that any new moneys expended be expended in the most efficient and effective manner.

Our concern is that this subcommittee not be only concerned with getting the money out. This money will not be out until 1983. You are talking about cuts in the CETA program of $1.6 billion primarily in many of the youth programs. You are going to have a gap for 2 years of absolutely nothing taking place. With the unemployment figure being increased to 7.5 by the admissions of the administration, it will probably increase somewhat.

There is going to be a huge void and a huge gap of virtually nothing taking place in 2 years.

The rumors of cutting revenue sharing and the rumors of cutting public works employment, many of the programs that have provided a feasible means and in some cases an effective means of training low-income individuals will not be there as they are at the present time.

In spite of the administration's statements indicating a commitment to resolving youth unemployment its economic policies as reflected in its 1981 budget would bring about significant reductions in production output and would have interest rates continuing to skyrocket. You obviously know the results of this type of a scenario if unemployment increases.

We are confused somewhat by the fact that the administration has increased or is proposing an increase in its budget authority in unemployment compensation by $19 million. It appears to us that the President has opted for an expanded unemployment insurance program as opposed to increasing the employment and training programs under CETA.

In short, the program in our opinion is not a bad program. It is not a bad idea. We are not necessarily in support of the approach it is taking. We feel perhaps the approach which is designed to expand existing programs such as CETA would be a more prudent approach to dealing with the unemployment problems that are going to face youth.

You have before you I believe in this full committee Congressman Hawkins' legislation which would have four or five major points all aimed at improving the delivery system of CETA, expanding the program to encompass more of the target population which this proposed legislation is also aiming its efforts to.

We feel this is perhaps a more logical and perhaps even a more fiscally sound approach to dealing with the problem than to create a brand new problem in creating a new bureaucracy. I am sure you have heard the concerns of the educational representatives over and over again that you are going to create too much of a reporting system.

My experience also as a budget analyst in reviewing legislation indicates that not enough time is taken to look at legislation; not

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enough planning is put into it and at times things fall apart at the congressional oversight level.

You have before you a classic example of the effort of the administration to get something in our opinion politically expedient before you and appropriate moneys.

Our concern is that program has not been properly planned. They have not done any kind of preliminary assessments to substantiate or to justify more the approach they are taking.

I think there has to be a serious look at the fact that the legislation reads like title I from page 1. There are a couple of new twists with the benchmarks and a couple of new things with the goals and the objectives and outside of that you do not have much differences.

I think that is just an inherent problem at least from our perspective with the present legislation as it reads.

We are concerned that title I has not operated well because this program will be aimed at the same type of individual that has received services out of title I. If this individual is incompetent and is unable to meet certain levels of skill in order to get employed then I question whether title I has done its job and I really seriously question just how effective and how much we will be maximizing a potential $4 billion program.

I again indicate my interest to have had more members here so perhaps we could have had a dialogue. Should there by any questions I would be more than happy to answer them.

Chairman **Perkins**. Thank you very much.

[The prepared statement of Arnoldo S. Torres follows:]

Prepared Statement of Arnoldo S. Torres, Congressional Liaison, League of United Latin American Citizens

Good morning, my name is Arnoldo S. Torres. I am the Congressional Liaison of the League of United Latin American Citizens (LULAC), this nation's oldest and largest Hispanic civil rights and service organization. LULAC has a membership of 85,000 located in 385 local councils in 34 states of the union.

I am here on behalf of LULAC to share with the members of this subcommittee our concerns regarding the Adminstration's new Youth Employment Legislation. We are in strong support of the concept this bill puts forth which directs itself to resolving the unemployment problems faced today by America's youth. However, we have some serious reservations as to the legislation's potential for effectiveness and efficiency. We will direct our comments to the educational component of this initiative.

The major indicator which consistently demonstrates a positive correlation with success in the labor market, increased earnings and overall social mobility is the educational attainment level. The next significant educational indicator is the rate of high school completion (see Table I). While in 1970 there was a significant gap in completion rates between Hispanics and Whites, we can see that in 1976 some progress has been made although a major disparity continues to prevail.

Table I

Percentages for Persons 20 to 24 years old completing High School

	Mexican American		Puerto Rican		White	
	1970	1976	1970	1976	1970	1976
Male	55	64	44	63	83	87
Female	51	58	42	60	82	86

Source: U.S. Commission on Civil Rights. Social Indicators of Equality for Minorities and Women, Washington, D.C., August, 1978, pp.11-13

Another fact that compounds this situation is the alarming drop-out rate of the Hispanic youth. Only 40% of the Spanish origin population, (as indicated by the Bureau of Census) age 25 and over have completed high school. Should this rate continue the Hispanic population has a dismal future to contemplate for of the 12 million Hispanics residing in this country, 42% or 5.04 million are under the age of 18. The 1978 Bureau of Labor Statistics document, Workers of Spanish Origin: A Chartbook revealed that Hispanic workers are the least educated group in the labor force.

One of the major difficulties we continually confront in dealing with the employment needs of the Hispanic community has been the lack of adequate data compiled on Hispanics. Much of the data utilized originates from Census information which has inaccurately counted Hispanics in this country. Furthermore, much of the work conducted by the Bureau of Labor Statistics (BLS)

DOES NOT ADEQUATELY REPORT UNEMPLOYMENT INFORMATION REGARDING HISPANICS. DESPITE THESE LIMITATIONS A REVIEW OF BLS UNEMPLOYMENT STATICTICS REVEALS:

1) HISPANIC YOUTH HAVE CHRONIC HIGH UNEMPLOYMENT RATES WITH ONE OUT OF FIVE UNEMPLOYED FOR AGE 16-19.
2) HISPANIC FEMALES AGED 16-24 HAVE HIGHER UNEMPLOYMENT THAN MALES.
3) GREAT VARIATIONS IN UNEMPLOYMENT RATES EXIST AMONG THE HISPANIC SUB-GROUPS, WITH PUERTO RICAN YOUTH EXPERIENCING THE HIGHEST RATE OF UNEMPLOYMENT.

ON FRIDAY, FEBRUARY 29, 1980 THE NEW YORK TIMES REPORTED THAT A STUDY CONDUCTED ON YOUTH UNEMPLOYMENT INDICATED THAT UNEMPLOYMENT AMONG AMERICAN YOUTH, ESPECIALLY MINORITY YOUTH, IS MUCH HIGHER THAN THE OFFICIAL FIGURES PROVIDED BY THE BUREAU OF LABOR STATISTICS. IT WAS EXASPERATING TO READ THAT THERE WAS NO MENTION OF SPECIFIC FIGURES ON THE LEVEL OF HISPANIC YOUTH UNEMPLOYMENT. THIS CONTINUED LACK OF INFORMATION HAS DULLED MANY ATTEMPTS AIMED AT DEALING WITH OUR COMMUNITY'S YOUTH UNEMPLOYMENT PROBLEMS.

RECENTLY, IT HAS BEEN RUMORED THAT THE DEPARTMENT OF LABOR WILL SOON BE PUBLISHING DATA INDICATING A MORE ACCURATE PICTURE OF HISPANIC YOUTH UNEMPLOYMENT. WE WOULD CERTAINLY BE VERY SUPPORTIVE OF THIS ACTION.

IN VIEW OF THESE FACTS THE ADMINISTRATION HAS DECIDED, BY

THE INTRODUCTION OF THIS LEGISLATION, THAT A NEW YOUTH EMPLOYMENT AND TRAINING PROGRAM MUST BE ESTABLISHED TO ADEQUATELY DEAL WITH THE PROBLEMS OF YOUTH UNEMPLOYMENT. THE ADMINISTRATION IS PROPOSING TO IMPROVE THE "FUTURE EMPLOYABILITY OF DISADVANTAGED YOUTH" THROUGH IN-SCHOOL REMEDIATION AND JOB TRAINING EFFORTS.

THE EDUCATION COMPONENT OF THIS BILL (TITLE II) READS MORE LIKE TITLE I, OF THE ELEMENTARY AND SECONDARY ACT (ESEA) OF 1965, THAN A NEW INITIATIVE AIMED AT RESOLVING THE YOUTH UNEMPLOYMENT PROBLEMS OF DISADVANTAGED YOUTH. TEH LEGISLATION MAKES ONE WONDER JUST HOW EFFECTIVE TITLE I PROGRAMS HAVE BEEN IN DEALING WITH THE EDUCATIONAL NEEDS OF CHILDREN OFLOW-INCOME FAMILIES. WE WOULD ASSUME THAT MANY OF THE INTENDED RECIPIENTS OF THIS NEW PROGRAM ARE THE SAME YOUTH WHICH HAVE OR SHOULD HAVE RECEIVED SERVICES UNDER TITLE I OF ESEA.

FURTHERMORE, WE ARE CONCERNED THAT IF TITLE I HAS INDEED BEEN INEFFECTIVE IN RESOLVING THE EDUCATIONAL NEEDS OF CHILDREN OF LOW-INCOME FAMILIES HAW WILL THIS NEW INITIATIVE, SO SIMILAR TO TITLE I, BE MORE EFFECTIVE IN ADDRESSING THESE PROBLEMS? PERHAPS IT WOULD BE BEST THAT CONGRESS AND THE ADMINISTRATION BETTER ASSESS THE WORKINGS OF TITLE I AND MAKE NECESSARY CHANGES IN ITS DESIGN AND PURPOSE. PERHAPS THIS ACTION WOULD DEMONSTRATE A MORE PRUDENT AND EFFECTIVE APPROACH OFDEALING WITH YOUTH UNEMPLOYMENT.

WHILE WE RECOGNIZE THE ATTEMPT OF THE ADMINISTRATION TO DEVIATE FROM TRADITIONAL EMPLOYMENT AND TRAINING APPROACHED BY PROPOSING THIS LEGISLATION, WE ARE VERY MUCH CONCERNED THAT THERE ARE NO SPECIFIC PROVISIONS MANDATING COOPERATION AND INTEGRATION OF PROGRAMS BETWEEN PRIME SPONSORS AND LOCAL EDUCATIONAL AGENCIES (LEA'S). IN ADDITION A MAJOR ROLE IS PROVIDED FOR VOCATIONAL EDUCATION IN IMPROVING EMPLOYMENT SKILLS OF HIGH SCHOOL STUDENTS AND IN DEVELOPING SPECIAL PROGRAMS FOR DROPOUTS. HOWEVER, THERE ARE NO PROVISIONS MANDATING COMPREHENSIVE OUTREACH SERVICES AIMED AT ATTRACTING DROPOUTS BACK TO SCHOOL.

THIS SUBCOMMITTEE HAS RECEIVED TESTIMONY ON THIS PROPOSED BILL FROM VARIOUS EDUCATIONAL REPRESENTATIVES INDICATING THEIR SUPPORT FOR THIS INITIATIVE. HOWEVER, THERE HAS BEEN CONCERN VOICED BY SOME OF THESE REPRESENTATIVES THAT THIS BILL HAS BURDENSOME REPORTING REQUIREMENTS, UNNECESSARY LOCAL SCHOOL SITE COUNCILS, AND THAT OCCUPATIONAL SKILL AREAS IN VOCATIONAL EDUCATION PROGRAMS SHOULD NOT BE MANDATED BUT RATHER SCHOOL BOARDS SHOULD CONTROL SUCH DECISIONS. WE STRONGLY FEEL THAT ANY PROGRAM OF THIS NATURE HAVE STRONG EVALUATION PROVISIONS AS WELL AS FEASIBLE PROGRAM GOALS AND OBJECTIVES WHICH CAN BE MEASURED FOR PROGRESS. FURTHERMORE, THE REPRESENTATIVES OF LOCAL COMMUNITIES SHOULD BE ALLOWED TO PLAY ACTIVE AND SUBSTANTIVE ROLES IN THE DESIGN AND DEVELOPMENT OF ANY LOCAL PROGRAM AND THAT OCCUPATIONAL SKILLS BE MANDATED ACCORDING TO ACCURATE AND THOROUGH LOCAL LABOR MARKET ASSESSMENTS.

WE REALIZE THE COMPLEXITIES OF DEVELOPING A COMPREHENSIVE AND EFFECTIVE YOUTH EMPLOYMENT PROGRAM, HOWEVER, WE SERIOUSLY QUESTION WHETHER THE VEHICLE TAKEN BY THE ADMINISTRATION TO ADDRESS THE YOUTH EMPLOYMENT PROBLEM IN THIS COUNTRY IS THE BEST ONE AVAILABLE? IT'S PREMISE APPEARS TO BE CORRECT FROM OUR ASSESSMENTS BUT HAVING IT RESEMBLE TITLE I REQUIRES A MORE IN-DEPTH EXAMINATION OF IT'S CHANCES FOR SUCCESS. THIS LEGISLATION IS THE MAJOR SOCIAL PROGRAM INITIATIVE BY THE CAREER ADMINISTRATION FOR FISCAL YEAR 1981; THEREFORE, IN VIEW OF RUMORED CUTBACKS IN THE COMPREHENSIVE EMPLOYMENT AND TRAINING ACT OF L973 (CETA) PROGRAM

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IT IS ABSOLUTELY IMPERATIVE THAT ANY NEW MONIES BE EXPENDED IN THE MOST EFFICIENT AND EFFECTIVE MANNER.

WE FEEL THAT PERHAPS OTHER APPROACHS DESIGNED TO EXPAND EXISTING PROGRAMS COULD BE TAKEN TO DEAL WITH THE PROBLEM OF YOUTH UNEMPLOYMENT. SPECIFICALLY, BY AMENDING CETA TO, (1) EXPAND THE PRIVATE SECTOR INITIATIVE PROGRAM AND IMPROVE LINKAGES WITH YOUTH PROGRAMS (2) EXPAND THE JOB CORP PROGRAM (3) EXPAND PART-TIME EMPLOYMENT SLOTS FOR YOUTH RESUMING OR CONTINUING THEIR POSTSECONDARY EDUCATION AND (4) EXPAND OTHER EXISTING EMPLOYMENT PROGRAMS TO ACCOMODATE THE EMPLOYMENT NEEDS OF YOUTH, WOULD BE, AS WE VIEW IT, A VERY VIABLE ALTERNATIVE AND MORE COMPREHENSIVE IN ITS APPROACH TO RESOLVE YOUTH UNEMPLOYMENT.

ANOTHER ALTERNATIVE WOULD BE TO SERIOUSLY EVALUATE THE EFFECTIVENESS OF TITLE I OF ESEA AND EXPAND IT'S SERVICE POPULATION TO STUDENTS IN JUNIOR HIGH AND HIGH SCHOOLS.

HOWEVER, WE ARE EXTREMELY CONCERNED THAT THE ADMINISTRATION HAS SERIOUSLY FAILED TO LAY OUT A COMPREHENSIVE EMPLOYMENT PROGRAM STRATEGY AIMED AT DEALING WITH THE PROBLEMS INFLATION BRINGS. IT HAS DECIDED ON A SLOW-GROWTH ECONOMY WHICH WILL RESULT IN AN UNEMPLOYMENT RATE OF 7.5%.

IN SPITE OF THE ADMINISTRATION'S STATEMENTS INDICATING A COMMITTMENT TO RESOLVING YOUTH UNEMPLOYMENT, THE ECONOMIC POLICIES LAYED OUT IN THE FY 1981 BUDGET WILL BRING ABOUT SIGNIFICANT REDUCTIONS IN PRODUCTION OUTPUT AND HAVE INTEREST RATES CONTINUE TO skyrocket. These developments will only serve to increase the ranks of the jobless.

Furthermore, we are confused by the fact that the President is proposing an increase in budget authority of $19 million for unemployment insurance. It appears that the President has opted for an expanded unemployment insurance program as oppossed to increasing the employment and training programs under CETA.

It is truly unfortunate that while the Administration contemplates making cuts of an estimated $1.6 billion in the CETA program for FY 1981, the monies from this new youth employment initiative will not be made available until FY 1983. This situation will undoubtedly adversely affect Hispanic youth disproportionately. A condition which is totally unacceptable to the Hispanic community and LULAC.

Thank you for your time and attention.

Chairman PERKINS. Mr. Viso.

STATEMENT OF PHILIP A. VISO, ASSISTANT SUPERINTENDENT, CHICAGO BOARD OF EDUCATION, ACCOMPANIED BY GENE DUNWORTH, ADMINISTRATOR, FEDERAL AND STATE RELATIONS

Mr. VISO. Thank you, Mr. Perkins.

I shall read from an abstract of the paper I intend to present in the interest of brevity.

We have in the Chicago public schools many excellent programs aimed at basic education, employment skill development, and dropout prevention. These programs have proved successful and represent models for expansion as well as providing a foundation upon which to build new programs.

Some of these programs serve all the students while others may be selected by individual schools according to the needs of their students.

Unfortunately the current financial crisis in the Chicago public schools has severely affected the scope of many of these programs resulting in limited availability of educational resources for our students.

In terms of basic skill development our city-wide programs focus on communication and computation skills as well as the application of these skills to appropriate situations. We administer a minimum proficiency skills test to all students prior to their entry into secondary school in order to identify those students who have not yet the necessary skills for successfully coping in an urban environment.

For those students who indicate deficiencies in these basic skills a proficiency and basic skills course is provided to help these students acquire the necessary competencies.

In addition to our citywide basic educational programs, the Chicago public schools provide many supplementary dropout options aimed at reinforcing basic skills. One of these programs is "Youth Tutoring Youth," in which secondary school students are trained and supervised to tutor elementary level students in reading and mathematics.

Another successful Chicago program is the pre-algebra program in which students receive real world experiences in a mathematics laboratory and then move into a regular classroom with intensive student-teacher interaction.

One further program that is designated to bolster basic skill development is a secondary school reading lab. High school freshmen who are low in their reading achievement receive individualized instruction with a planned developmental reading curriculum.

Another major thrust in the Chicago public schools is in the area of career guidance and counseling. Major emphasis is placed on counseling for poor, minority, bilingual, female, and handicapped youth aged 16 to 21.

One of the major goals of our youth employment program is to provide job information and counseling, to guide our youth in making career choices, finding employment, and keeping a job. A great need in this area is to provide intensive inservice training for local school staff to meet the goals of effective career counseling.

A counselor and teacher internship program with industry would greatly enhance our resources and capabilities.

In the area of dropout prevention we employ many different strategies in Chicago. One of the most prevalent involves attendance monitoring in which efforts are made by individual schools to reduce absenteeism. Counseling is an integral part of our activities dealing with school retention.

Another approach is called Outpost, in which students attend an educational program that is administratively attached to a school but in separate physical locations. Some schools employ flexible scheduling to allow individual students to coordinate employment with attending school.

Another technique is called OMAT, One Major At A Time. Students concentrate on one subject area at a time.

One further program aimed at dropout prevention is our TRIAD program, which is designed for a selective group of potential and actual dropouts from three general high schools.

In the area of vocational education our schools work closely with members of the Chicago business community. We have developed a career development center network which provides employment opportunities for young people from diverse backgrounds. We also have a community resource data bank which coordinates business people serving as resource personnel to local schools. We have technical centers which inter-relate academic disciplines with vocational interests.

We have indicated that we have many excellent programs and ideas for helping our young people in Chicago develop the skills and interests necessary for successful living in an urban environment.

The present financial situation has caused many of our programs to become less effective than they should be. With appropriate funding we can build our present programs and a strong and effective system that will provide our students with the competencies required to live a full and productive life.

We found that in the area of vocational education our most successful programs are those programs which cause the development of a partnership between business, labor, and education, a true partnership in the sense of the word which leads to employment for our graduates.

The text of my paper will be presented in the next day or two, as soon as we have cleared up some typing problems related to the paper.

Thank you.

[The prepared statement of Angeline P. Caruso follows:]

PREPARED STATEMENT OF ANGELINE P. CARUSO, INTERIM GENERAL SUPERINTENDENT OF SCHOOLS, BOARD OF EDUCATION, CITY OF CHICAGO

URBAN YOUTH INITIATIVES

I am very pleased to have the opportunity to present the views of the Chicago public schools on the subject of Urban Youth Initiatives to the members of the House Education and Labor Committee. We appreciate the great leadership you have given to public education and your tremendous commitment in assisting disadvantaged children to have full access to employment.

Chicago has a number of very exciting programs under way, but the extreme budget reductions we are now undergoing will erode all but the most basic services. Many of our programs in the Chicago public schools which are aimed at basic education, employment skill development, and dropout prevention have proved successful and represent models for expansion as well as provide a foundation upon which to build new programs. Some of these programs are administered uniformly citywide to serve all the students, while others represent options which may be selected by individual schools according to the needs of their students.

Basic Skill Development

Courses in basic skill development provide the cornerstone for the curriculum of the Chicago public schools. There are three main thrusts to this basic core of skill development. The first is in the area of communication skills, both written and oral. Emphasis is placed on the four aspects of listening, speaking, reading, and writing. The second thrust is in the area of computational skills, with emphasis on the three aspects of mathematical skill-building, concept development, and problem-solving. The third thrust is the application of these skills to appropriate situations. For those students who are involved in some type of work experience, efforts are made to develop curriculum strategies which coordinate the basic skills of the academic coursework with the content of the work experience.

Our citywide program of basic skill development is continually reinforced through staff development, and provisions are made for students whose primary language is not English.

Despite these efforts to provide every student in the Chicago public schools with the basic skills needed for successfully supporting oneself, some of our students were graduating without the essential skills needed for coping in a complex urban environment. To alleviate this problem, the Chicago Board of Education adopted a Proficiency in Basic Skills Program in 1976. This program is comprised of the Minimum Proficiency Skills test and Proficiency in Basic Skills course, which is conducted at the end of the upper elementary cycle and in the secondary school.

The Minimum Proficiency Test assesses reading, computation, and everyday living skills. It is administered in April of each year to all elementary students who are expected to enroll in high school the following fall, including those enrolled in bilingual programs. Appropriate provisions are made for those students who are in special education classes. Those students who do not pass the test at the first administration are enrolled in the Proficiency in Basic Skills course either during the summer or during the school year until they successfully pass the test. Any student who approaches graduation without mastering the Minimum Proficiency Skills test is counseled into a General Educational Development (GED) program or the adult education program of the City of Colleges of Chicago.

The questions on the test were developed over a twelve-month span in our Department of Research and Evaluation. A brief description of the test development process follows.

- A matrix of general skills and school subjects was developed.
- A large number of items to fit the matrix were selected by test experts and reviewed by a panel of educators and adults from the community.
- In the fall of 1976, nearly 300 items were pilot-tested in several Chicago high schools and analyzed on an item-by-item basis for difficulty, sex bias, and racial/ethnic bias.
- Based on a comprehensive review of these results, a second pilot-testing of 136 items was conducted in the winter of 1977.
- An appropriate cutoff point at the third stanine was determined by administering the test to several groups of young adults who were successfully employed for at least six months.

The test was administered to eighth, ninth, and tenth year Chicago students in June of 1977. The results were encouraging: 82.5 percent of the tenth year students scored above the minimum competency level, followed by 70.7 percent of the ninth year students and 61.0 percent of the eighth year students.

The Proficiency in Basic Skills course was designed in our Department of Curriculum using the same conceptual matrix used for construction of the Minimum Proficiency Skills test. This matrix focuses on the application of a set of three basic skills-- Language Arts, Computation, and Problem Solving-- to seven areas of general knowledge. The city of Chicago is used as the thematic base on which the instructional strategies are focused. The course contains learning activities designed to teach the skills that young people need to handle everyday life situations. The course provides for the following:

- Diagnostic and prescriptive teaching methodology
- Multisensory teaching approaches and aids
- Evaluation of student mastery of learning activities

- Student interaction with materials that combine skill-building with vicarious experiences involving real-life situations
- Use of forms, pamphlets, maps, and other materials provided by city and state agencies.

The skills and areas of knowledge on which the proficiency course and test are based are correlated to the skills and concepts in our kindergarten through high school citywide programs of instruction in language arts, mathematics, social studies, and health. Resource material has been developed and distributed to all of our schools, with staff development provided, to promote the implementation of the appropriate instructional strategies to assure that all children will overcome the deficiencies which prevent effective functioning in an urban society like that of Chicago.

Supplementary Curriculum Programs

To supplement the citywide instruction in basic skills development and the Minimum Proficiency Skills test and course, the Chicago public schools have many optional programs aimed both at reinforcing the basic skills and at preventing dropouts. One such program which has been quite successful in several sites through the CETA program is "Youth Tutoring Youth." In this program, high school students are trained and supervised to tutor elementary students in reading and in mathematics. The schedule for these students is usually arranged so that their mornings are spent on their own coursework while their afternoons are spent on tutoring, for which they are paid. It is important that these students are well-supervised and appropriately matched to the children who are tutored. Past participants in this program have responded very favorably to it.

Another successful program that we have developed in the Chicago public schools to supplement the basic skills instruction is the Pre-Algebra Program. Each year about 5,000 Chicago students participate in this program, which is used in regular mathematics classes at the seventh and eighth year levels as well as in remedial high school classes. In Pre-Algebra, students work in a mathematics laboratory where they receive "real-world" experience and then move into a regular classroom with intensive student-teacher interaction. Because most children with math problems also have reading problems, the students spend a fifth of their time in reading instruction. Along with these aspects, there are individual testing, diagnosis, and specially built lessons for each child.

Evaluation results for the Pre-Algebra Program indicate the following:

- Eighty-five percent of the students scored a stanine of four or above on evaluation indices.
- Eighty percent of the students qualified for enrollment in algebra upon completing an eight-week summer session.
- Ninety-two percent of the algebra students took additional mathematics courses beyond algebra.
- Fifteen percent of the students took four years of high school mathematics.
- Student attendance was significantly greater for Pre-Algebra students than for other math students.

One of the most striking statistics relative to those Pre-Algebra students of 1968 and 1969 is the percentage of students furthering their education. Of the 1968 Pre-Algebra students who graduated in 1972, 76 percent enrolled in college or vocational schools. Of the 1969 Pre-Algebra students who graduated in 1973, 90 percent enrolled in college or vocational schools.

Teacher and student enthusiasm for the program was quite evident. However, increased student achievement, which enabled a majority of the participants to enroll in algebra, was the most significant indication of this program's success.

One further program in the Chicago public schools that is designed to bolster basic skill development is the secondary school reading laboratory. All our high school freshmen who have scored in stanine three or below in reading are required to participate in the reading laboratory and may participate for more than one year.

The reading laboratory concept is not new. A growing number of secondary schools have provided learners with a planned, developmental reading curriculum which provides instruction in those reading skills and study skills which are common to all content areas. Most Chicago public school reading laboratories in secondary schools consist of specially designed physical facilities which contain mechanical-electrical equipment and related teaching-learning materials. The materials for instruction are organized to enable the teacher to provide intensive, individualized instruction for students whose reading abilities vary widely.

The following general goals define the functions of our reading laboratories:

- To individualize reading instruction by placing learners in instructional levels at which they can achieve success and progress confidently at their own learning rates with full awareness of their reading mastery
- To give learners the opportunity to build greater proficiency in all modalities of learning--visual, aural, and kinesthetic
- To develop teachers' skill in employing multimedia approaches in the teaching of reading
- To promote self-instructional and self-correcting techniques based on a diagnostic-prescriptive approach
- To provide centers for inservice training for the teaching of reading and for increasing community understanding of the work of the school.

In order to complement the secondary school reading laboratory, some of the Chicago public schools have experimental instructional laboratories in reading and mathematics. In these laboratories, teachers pilot-test commercial programs which appear to have promise for the urban secondary school student.

Guidance and Counseling

We have indicated some of the provisions for supplementary instruction in basic skill development for students who indicate need. In the Chicago public schools, we also provide counseling and guidance services aimed at familiarizing students with their options for employment. Young adults, especially disadvantaged young adults in urban areas, need guidance and counseling to realize their opportunities, to become self-directed, and to learn to formulate and achieve desirable and realistic goals through the development of skills in coping and decision-making.

Our basic goals in this area include the following.

- Career counseling for poor, minority, bilingual, female, and handicapped pupils, ages 16 to 21
- Inservice training for local school staff
- Counselor and teacher internship programs in conjunction with industry.

I will now expand upon our efforts in each of these areas.

Young men and women from numerous minorities represent a sizable proportion of our school population in Chicago. The various language minorities, black youth, the handicapped, young women, and the poor must all be given the opportunities available to all Americans.

The various language minorities come to the United States for differing reasons. They need intensive career counseling because of a limited command of English and socioeconomic factors. These factors are shared with other disadvantaged people. The problems that beset adult members of these groups are often debilitating but the young of these groups face even more difficult times.

Chicago's disadvantaged youth usually have little exposure to the wide range of occupations that are available locally or nationally. They often fail to consider all the possibilities open to them. Good role models in the professional areas are limited, especially for minority youth. According to the President's Commission on Mental Health, many disadvantaged youth are likely to suffer stress from attempting to acculturate to a society which appears to be prejudicial, hostile, and rejecting. As a whole, disadvantaged youth need to be counseled as to the procedures for obtaining and keeping a job. Many need to be encouraged to seek opportunities they now feel are out of reach.

Recent studies have concluded that racial or ethnic factors may act as blocks to effective counseling. We are trying to develop programs that will provide counseling that is consistent with the various cultures and inherent differences. This is crucial; any program which is to successfully combat the problems of our disadvantaged youth must have an effective counseling component.

Effective counseling is instrumental in assisting young people to develop healthy self-concepts, confidence, and self-motivation. Good programs are sorely needed if we are to improve the circumstances of our young. The mass hopelessness and frustration that President Carter spoke of in his presentation are all too real. We must break the cycle of poverty now if we are to see significant improvement in the 1980s.

We in Chicago have a comprehensive career assistance and placement service which aims to further each student's career development. We are concerned with providing services, from early career choice assistance to assistance in placement into higher education or a job consistent with a student's career.

A new priority in our delivery of career development services is to expand the career options of students beyond traditional expectations. Our efforts aim at the elimination of sex stereotyping for female and male students. The program may be conducted as special activities or integrated into existing elements of a systematic approach to career development. Basic elements of our differing approaches include--

- self-awareness and self-assessment
- decision-making processes
- career information and exploration
- job search and maintenance.

In order to facilitate a smooth, efficient response to student needs, an organized system of needs analysis is important. Early identification of students who need career counseling and who are looking for work will enable counselors to respond at the proper time. Also important is the identification of special groups of students, such as minority students and the physically, mentally, or emotionally limited students, for whom programs can be provided to assist in their career development.

Self-information is of primary initial importance in career development; however, this is not sufficient for realistic career decision-making. Career information that is accurate, reliable, and current must be available.

A supportive counseling staff must be provided to assist the student who has made a career choice in actually applying for the position. A continuing counseling relationship must be provided to assist the student in retaining the job and succeeding in the career.

The need to provide effective counseling services brings me to my next point--the importance of inservice training for local school staff. It is not enough to develop career and employment programs for students. The attitudes and abilities of the local school staff are essential to a successful counseling program. It is important that school staff learn to be sensitive to students' needs and to assist students toward optimum growth.

If youth employment programs are to be successful, they must be viewed as a total concept which includes school administrators, teachers, and counselors as well as parents and the business community. Therefore, we believe that any youth employment program must include among its elements a strong inservice training program. The goals of such a program should be to train the entire school staff in--

- Assisting students to understand and develop a more satisfying and integral picture of themselves through self-awareness, self-esteem, and values clarification
- Assisting students to develop good attitudes, work habits, and relationships as related to employment

- Utilizing career-oriented methods and materials in the instructional program to help students understand and appreciate the career implications of the subject matter being taught
- Providing students with job-seeking and job-getting skills.

One of the major goals in our Youth Employment Program is to provide job information and counseling to guide youths in making career choices, finding employment, and keeping a job. In addition, the program provides school-based counseling on local labor market changes.

In order to prepare counselors and teachers to serve in this program, inservice education is necessary to upgrade the staff's professional skills and competencies, especially in terms of the world of work outside that of education. It is essential that these teachers and counselors experience working in the free enterprise system.

We propose an internship program be initiated with the business, industry, labor community in Chicago whereby counselors and teachers would spend a period of time exploring careers first-hand by working in a business or in industry. The major objectives of such a program include--

- Assisting counselors/teachers to develop occupational skills and techniques and a better socioeconomic understanding of the local employment scene

- Informing counselors/teachers about current management practices
- Developing procedures for a continuous liaison between the career education programs and the business and industrial community
- Encouraging business and industrial leaders to assist the schools in identifying new methods of instruction
- Reducing business and industry training and retraining costs as better-prepared workers are received from the schools
- Encouraging better placement practices, thus reducing the time, effort, and expense of selecting and recruiting new employees.

We hope that this counseling and guidance program will contribute toward bridging the gap between the classroom and the world of work.

Dropout Prevention

As well as providing career counseling and guidance, the Chicago public schools employ many strategies aimed at preventing students from dropping out of school. The most prevalent strategy is aimed at reducing absenteeism, since students must be in school before any instructional improvement can occur.

Traditionally, school attendance has been achieved through the compulsory attendance law. In Chicago, specific school-wide policies and procedures have been established to check and report absences and irregular attendance patterns. Generally the attendance program is handled through a reporting system between the instructional staff and a school attendance office. A close liaison is also maintained between the attendance office and the counseling staff. Persistent or chronic absence patterns are referred to the counseling department for remediation efforts by that staff. Subsequent involvement by school social workers, school psychologists, and other supportive personnel may be involved if the individual situation warrants.

Some of our schools have developed various types of activities and contests that are held with the prime purpose of improvement in school attendance. Special awards and prizes are given for perfect attendance and most improved attendance by students. School assemblies are held to honor those who receive these attendance awards. Impact beyond those who receive the actual awards often occurs.

Several schools have used an attendance contract approach to attendance improvement. These contracts generally are given to those students with very sporadic attendance patterns. Parental agreement is usually sought in these attendance contracts. Strict enforcement of the terms of the agreement are applied. Every effort is made to apply intervention strategies that will preclude the necessity for formal referral to the school truancy procedures.

Many Chicago high schools utilize counseling techniques as a major thrust in their efforts to deal with school retention. The programs generally have as their goal the early identification of students experiencing difficulty which will impair the opportunity to be successful in school.

The counseling approach utilizes among its techniques conferences between teacher and student, conferences between counselor and parent and/or student, referrals to ancillary staff as needed, referrals to the program office for alterations of schedules as needed, small group counseling, and referrals to various community agencies. Most programs also involve social workers, school psychologists, truant officers, and school nurses where appropriate in the total counseling function.

Some of our schools have an intensive counseling component that is applied to a limited group of students. These programs target in on a group of students who are considered high risk and likely to drop out. A saturation of services is provided to this limited group of students with the goal of successful readjustment to school.

One approach that some Chicago schools have found effective as a dropout preventive strategy is to provide an educational program that is administratively attached to the main school but in which the classes are held at a separate physical location. These education centers, known as outposts, have been found effective with students because of the relatively small class size and the program flexibility that this concept affords.

The students enrolled in this type of program usually enter upon the recommendation of the school counselor after consultation with the student and his/her parent. Special activities and field trips are often held to assist in making school as interesting as possible and to give the student a greater feeling of identity with the community.

After a specific interval of time, usually one semester or one year, the student's progress is assessed for possible reassignment back into the main school program.

The outpost staff are generally chosen for assignment to these external site locations on the basis of their ability and sensitivity in dealing with students with school adjustment problems. Emphases on individualized instructional activities and effective individual and small group counseling are common elements in this type of program.

Several of our schools use the concept of unique or flexible scheduling of classes as an approach to stem the rate of dropouts in the schools. Scheduling often involves shortened school programs with early dismissal times in order to capitalize on the possibilities for employment. Students who acquire positions that conflict with their current school program may have school schedule modifications. Since employment has been found to be an effective motivational technique in the retention of some students, the policy of student schedule changes to accommodate employment possibilities is educationally sound.

Another program scheduling technique that several Chicago schools utilize as a motivation for students to remain in school is the concentration on one subject for several periods per day, called OMAT, or One Major at a Time. The students in this program are exposed to one major subject area on a concentrated basis for a ten-week period. Successful completion of one subject area allows the student to proceed to the next one so that credits can be accumulated at the normal rate of a more conventional programming approach. This approach gives the student a greater degree of identity with the instructor and a "small-school-size" perception of the larger school organization. Once a student has successfully adjusted to school through this concentrated approach, he/she is scheduled into the more conventional school schedule.

The Triad Program in Chicago is a structured educational program designed for a selected group of potential and actual dropouts from three general high schools within the same school district. School counselors or administrative staff from the three high schools recommend students for the program. Recommendations for entry into this program are also made by neighborhood social service agencies and probation officers.

Within a structured, self-contained Triad classroom, each student is required to meet a specified time allotment and curriculum commitment each marking period. Emphasis is placed upon independent study through individualized instruction, stressing behavior modification in such areas as employability, sociability, and gradual acceptance of the educational program offered. Individualized schedules of subjects are established for each student according to his/her needs.

This alternative educational program also has a work-study component for those participants who, as a result of this aspect of the program, will be likely to complete the educational component.

Objectives of the Triad Program are--

- To provide an in-school situation whereby students who have left school can return and begin to achieve in academic and social areas
- To teach students who have a history of school failure how to succeed in a formal school setting
- To have students plan alternatives to completing their high school education if they do not reenter the formal high school program
- To aid students in developing a positive self-image and a sense of accomplishment
- To motivate students to complete high school graduation requirements.

Vocational Education

I would like to turn your attention now to the area of vocational education. The Chicago public schools have pioneered educational innovations in this area which provide career awareness and career education activities for young people. Inflation as well as other financial problems have unfortunately caused cutbacks in these programs. Housing patterns have produced high concentrations of poor, disadvantaged, and otherwise handicapped persons and minorities in isolated geographic areas within large urban centers. In many of these areas, little is present in the way of business, industry, or working people who might serve as models for youth.

Emerging legislation should zero in on depressed areas of the nation in a manner similar to the method used in identifying Title I eligible students. Efforts should be made through this legislation to channel monies directly into these communities to provide maximum career and vocational education training programs.

Funds should be provided to create and maintain programs such as the Chicago Public School Career Development Center Program, which provided opportunities for young people from diverse racial, social, and economic backgrounds to gain insight into the world of work through first-hand experiences. This program which served more than 5,000 students each year in the Chicago area has been discontinued as a consequence of the current financial crisis in the Chicago public schools.

During the short time this program was funded, young people were provided an opportunity to gain knowledge and to develop skills in a variety of career paths by using the resources of the business and industrial community while working under the guidance of specially trained teachers. The Chicago public schools operated 16 of these career development centers, and we were moving toward a goal of 40 centers which in aggregate would provide services to a significant percentage of Chicago high school students, the majority of whom are minority or come from poverty-line homes. While functioning, the program resulted in improved attendance, punctuality, and achievement for the students served. The career development centers received a great deal of support from the business community, and, with appropriate funding, these centers could be reinstated and expanded.

Another aspect of the career education program which has been successful and is in need of financial support is the Community Resource Data Bank. Briefly, the resource data bank serves schools at the elementary and secondary level by having business and industry personnel visit schools as resource persons to work with classroom teachers. In this way, career education is infused into the fabric of the various academic disciplines. These services, which business and industry willingly donate, include personnel, audiovisual materials, printed materials, and study tours. As you might expect, management of these resources as well as the necessary staff development programs for our Chicago teachers is costly, but vital. Funds are needed to rejuvenate this aspect of the program as well.

In large urban areas, young people residing in poverty communities see few, if any, professionals throughout their early life other than classroom teachers. Similarly, in upper income communities, young people relate with few, if any, trade-oriented or blue collar persons. In middle income communities, contacts for young people vary for those who live in white collar or blue collar middle-income communities.

Through the Career Development Center Program and other career education programs, young people in Chicago learn that there are a wide variety of career paths and occupational lines from which they may select. The decisions they make are based on first-hand information which they receive through contact with professionals and other working people in the course of their daily school activities. These young people learn the relationship between academic disciplines, careers, and employment. They can pursue the basic academic program with respect to their total life rather than as isolated subject matter. The attainment of elementary and secondary education takes on new meaning for young people when they view it as part of a continuum which leads to the fulfillment of their life's goals. The probability of completing school is therefore enhanced, resulting in a reduction of students dropping out of school prior to completion. The percentage of dropouts in the Chicago public school system has been somewhat reduced, from 10.7 percent during the 1976-77 school year to 9.3 percent in the 1978-79 school year. Although this reduction is promising, the percentage of dropouts is still too high.

One of our most successful program concepts in Chicago in the area of vocational education is the Technical Center Program, for which funding has also been cut. All the technical centers were developed with a common thread that interrelates the academic disciplines with the vocational thrust of the program. The planning and operation of these centers was shared by the education agency, the community, business/industry, and related labor or governmental agencies. With appropriate funding, the technical centers could provide training and skill development for all students who desire specialized study and job-entry skills.

The objectives of the Technical Centers Program are--

- To provide students with basic skills programs which meet the needs of varying academic achievement levels
- To develop skills needed for job entry as well as basic knowledge and skills required for the high school diploma
- To provide qualified personnel to fill available jobs
- To offer either in-school or out-of-school youth an education program that prepares them for immediate entry into the world of work, advanced technical or trade training, or professional development at the college level.

The technical center concept is unique in that the centers--

- Concentrate study on one broad area of a profession, career, or business endeavor
- Concentrate on job-entry-level skills ranging from paraprofessional to pre-professional competencies
- Focus on technical skill development

- Embrace the career ladder concept for differentiated job-entry levels within a career/vocational area.

Educational components were to provide for compensatory basic skills programs to meet the needs of varying academic achievement levels of students in an open enrollment program. The programs were designed to broaden the range of students who could be served at each technical center. Unfortunately, due to the budget cuts, these excellent educational ideas are not presently being implemented.

We need to provide more educational programs for students which will specifically train them to enter the world of work. Business/industry and the professions indicate a need for potential employees who have job-entry skills and specified competencies of mastery required on the job. Students must be adequately prepared for employment upon graduation as well as equipped with the requirements for higher education or further technical training.

Conclusion

We have indicated that the Chicago public schools provide many different program options targeted at basic skill development, career preparation, and dropout prevention. Further, we provide career guidance and counseling as well as vocational education programs to help students prepare for the world of work.

However, there is much work left to be done in this area. The available program options provide models that need to be expanded and adopted by additional sites. We need more intensive staff development aimed at helping secondary students with special needs. We need to rejuvenate programs which have proved successful but have lost their source of funding. We must develop mechanisms for attracting students who have left school to return to programs geared for their particular situations. We must conduct comprehensive needs assessments to identify the skills necessary for specific careers that are available in the current job market. We must bolster our basic skill development programs, particularly in the area of written communication.

The programs that we presently offer in the Chicago public schools provide a foundation upon which further opportunities for basic education and employment skill development can be built.

Chairman **Perkins**. Thank you.

Let me compliment all of the witnesses. I do have a question or two.

Mr. Viso, during these hearings some members of the committee have asked why the schools should be given these funds to deal with youth unemployment when the schools have not done an adequate job with these children to begin with.

How would you answer that question for the schools in Chicago? Have your title I and vocational education programs in your viewpoint done an adequate job?

Mr. **Viso**. Mr. Perkins, I would not deny our shortcomings in our programs. In recent years our programs have begun to prove themselves. The competency in reading and mathematics in the Chicago public schools has been increasing annually for the past 4 years and we are very quickly catching up to the national norms.

In the area of vocational education we have moved into the development of partnerships with labor and management and with education. Our vocational education programs lead to employment for our graduates.

The newest nuance with respect to vocational education in the Chicago public schools is the creation of the technical center, a program which interrelates the academic disciplines with the vocational discipline and meets with approval of the business and industry community.

Chairman **Perkins**. Let me ask Mr. Torres a question.

Unlike many other witnesses you are recommending that the bill contain what are called provisions for accountability and evaluation. Could you tell us exactly which provisions you believe would be effective?

Mr. **Torres**. If I was a member of the subcommittee or your staff, I would start the bill all over again. I think the bill as it stands now makes an attempt to have some accountability. Its benchmark provisions and the goals and objectives, those are something that are somewhat new with employment and training programs. Not until the reauthorization of CETA did you begin to see that kind of situation take place in that program.

Those provisions have always been the case with title I. Now the attempt is made to give an educational employment training program the same type of aspects.

My concern with the bill, Congressman Perkins, is that it has faulty ground. Its premise is fine but the way it is developed is just incorrect. It is open. It is susceptible to too much criticism. I think there is a great deal of doubt in the minds of many people as to just how effective schools can actually function and implement the program.

I can certainly appreciate the sentiments and the concerns and the points that have been made and some of the positive examples that have been given today by the gentlemen here.

I think there is just an inherent distrust and extreme concern that the schools are not going to be able to do an adequate job.

The other difficulty is you are creating a brand new system. You are creating a brand new program when you come in with something like this. I do not believe in order to tackle the problems that have been there consistently that you have to come up with new approaches necessarily and new programs.

I think you can make some changes in some of the existing programs that you have whether it be in title I or CETA. I think perhaps that approach would get a little further and would certainly improve the CETA program and would perhaps enhance its chances of being around longer than some people predicted a year ago.

I just think it is bad policy. I think it is bad public policy to come in with a recommendation to start a new program the way this thing has been thought out. I think the Department of Education is going to have a very difficult time to justify and legitimize the need to have a brand new program. I think it does not make much sense.

Chairman Perkins. Dr. Thomson, could you tell us which part of the administration's bill you would change?

Dr. Thomson. I am very confident, Mr. Chairman, that if the moneys are delivered to secondary schools and the moneys actually get there, I am very confident the program can be delivered.

What we object to in terms of the proposed specifications is what we would call overmanagement; too many requirements and restrictions put into planning. We object to what we think is kind of a childish competition where the rewards go to the people who can write the best proposal rather than the people who can deliver on the program.

We think we have really an inverted pyramid with all the planning and requirements placed at the top and then at the bottom if we are lucky a little bit of money actually trickles down to the schools for program implementation.

That is our objections. We support the concept. We think the education systems can deliver on the objectives if they are given a little flexibility and a little time to do it. They are perfectly willing to be accountable for the results.

Chairman Perkins. Let me thank you gentlemen. You have been very helpful to us. A variety of viewpoints have been expressed. That is very helpful.

I regret that many members were not here this early. We began early because we are going to have a budget meeting right away this morning.

I thank all of you for coming. We will send your statements around to all the members.

The hearing is adjourned.

[The subcommittee was adjourned at 9:20 a.m., to reconvene at the call of the Chair.]

HEARINGS ON THE PRESIDENT'S YOUTH EDUCATION AND EMPLOYMENT INITIATIVE

THURSDAY, MARCH 6, 1980

House of Representatives,
Subcommittee on Elementary, Secondary,
and Vocational Education,
Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:05 a.m., pursuant to recess, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Members present: Representatives Perkins, Miller, Kildee, Hawkins, Goodling, Buchanan, Erdahl, and Petri.

Staff present: John F. Jennings, counsel; Nancy Kober, staff assistant; Richard DiEugenio, minority legislative associate; and Jennifer Vance, minority senior legislative associate.

Chairman **Perkins**. The subcommittee will be in order.

We will take up today the President's youth initiative. Our first witness is Mr. Othello W. Poulard, coordinator of employment and training services of the Center for Community Change.

Mr. Poulard, it is a pleasure to welcome you to the committee. You may proceed.

STATEMENT OF OTHELLO W. POULARD, COORDINATOR, EMPLOYMENT AND TRAINING SERVICES, CENTER FOR COMMUNITY CHANGE

Mr. **Poulard**. Thank you, Mr. Chairman.

My name is Othello W. Poulard. I am the coordinator of employment and training services at the Center for Community Change (CCC), a national, nonprofit technical assistance organization which assists independent community based organizations (CBO's) in planning and implementing social service and other programs in their local neighborhoods.

In accounting for my willing acceptance of the invitation to testify in these hearings convened by the House Subcommittee on Elementary and Secondary Education, I should note that CCC, in its comprehensive support service to CBO's over the Nation, has worked extensively and intensively with CBO's in the area of employment and training.

During the past 12 years, occasionally with the aid of special contract funds provided by the Office of National Programs in the Department of Labor CCC has maintained a highly skilled manpower staff, many of whom interface directly with CBO's in their agencies and neighborhoods. Other staff in our employment and training component provide clearinghouse services to CBO's and also conduct relevant research of CBO involvement in employment and training.

CCC's systematic, long-term and intensive work with CBO's in the area of employment and training has by now created a network in which 725 CBO's are included. These CBO's are independent, having no formal ties with national parent organizations. Our working relationship with them permits us to make informed judgments about the problems, the capabilities and the achievements of CBO's as they attempt to assist governmental agencies in serving the current eligible CETA population.

Our close and continuous work with CBO's equips us to advise you that CBO's are extremely gratified by the administration's commitment to increase Federal funding to reduce the high incidence of underemployment and unemployment among youth, especially minority and impoverished youth.

Indeed, no issue is more central in the agenda of CBO's than youth employment. Further, of all the many institutions which exist to service the needs of poor and minority youth, the CBO is the institution which is ideologically and geographically nearest this clientele and understandably feels an intense accountability to address this pressing need in relevant ways.

During and subsequent to the series of recent conferences and other steps taken by the Vice President's Task Force on Youth Employment, hundreds of CBO's mobilized and deliberated on this problem and expressed their views to the Vice President's Task Force staff and to other decisionmakers in the administration.

We are pleased to report that the administration has been extremely willing to meet with us throughout the several months during which it was in the process of drafting the bill on which you are currently convening hearings.

During the course of the many sessions between the administration and CBO representatives, some of the conflicting positions have been reconciled. Other differences, however, persist. We have certainly agreed with the administration on two major points.

1. One of the primary causes of high youth employment is the fact that minority and impoverished youth are not adequately job-ready; and

2. Substantially increased Federal funding is needed to sustain innovative programs to enhance their employability and placement into meaningful jobs.

A lingering concern among CBO's, however, is the strong doubt regarding whether the heavy utilization of public schools is an adequate means of remedying the problem of unemployability among jobless youth. Stated simply, the CBO's fear that the administration's bill relies too heavily on forces within the public school system to provide the impetus for some very vital institutional changes that would have to occur if the public schools are to assist in addressing the youth employment problem.

To the extent that the comprehension and communication skills of high school graduates are inadequate to equip them for meaningful employment, to the extent that the schools' program content and operations have demonstrated an inability to motivate many other young people to attend school regularly and/or remain in school until they graduate, CBO's question whether public schools, if awarded additional funding, will begin to succeed where they have failed in preparing young people for the world of work.

To state the CBO concern even more bluntly, CBO's in noting the historical failure of public schools to prepare young people for work, ask how and why it is that the public school system would now be looked to to remedy a problem to which it has systematically contributed?

Therefore, while CBO's join the administration in appealing to the Congress to authorize a vitally needed increase in funding for youth employment programs, they propose that increased congressional appropriations be utilized to sustain and expand existing youth programs.

The Congress itself recognized the need 3 years ago to fund a series of demonstration youth programs, and as Mr. Hawkins has cautioned during the course of these hearings, it is unwise to disrupt the current YEDPA programs, which were intended to be experimental, before the results of their effectiveness are in. CBO's like Mr. Hawkins raise the question. "Will we be led astray by making changes in CETA and educational programs?"

On the other hand, if the Congress determines that the proposed $2 billion youth employment bill should be passed, then the legislation should state more specifically than it now does its expectations for improvement in youth employment, and it must contain safeguards which would enhance the likelihood of these expectations being met.

Since the lion's share of both prerogatives and dollars in the youth employment bill is being awarded to the education title in fiscal 1981, and because education though essential is only indirectly related to increased youth employment, at least the following safeguards should be included within the bill itself.

The legislation should retain the mandate that both the school site and the district level advisory councils include CBO's. They fear that they would not be included systematically on these councils, except that the legislation mandates it.

Second, we would propose that the representatives from community based organizations on these two levels of councils be chosen by the community-based organizations themselves. Indeed, representatives from all of the organizations permitted to sit on both councils should be chosen by the organizations which they represent, rather than being appointed by a school principal, or a school superintendent.

Third, we would propose that the legislation contain explicit language requiring the use of community-based organization in all of the major aspects of the education title of the bill.

As there ought to be planning functions, as there ought to be out-reach and recruitment functions, and as there ought to be teaching and training functions, we propose that community-based organizations be permitted, as with the public schools to participate in each of these several critically important aspects. They have, again through innovative and creative models, in some instances through alternative schools which have received government funding, achieved track records that, for want of a more polite way of putting it, have embarrassed the more established public education mechanisms in their respective districts. They maintain that they have demonstrated a capacity to participate in all aspects, including the teaching and training components of the education title.

Also, and we cannot stress this one too much, we feel that the expected outcomes of this proposed legislation should be more explicitly stated in the bill itself. As we read the summary of the major tenets in the bill, and look carefully at the bill itself, we see references to reduced incidence of truancy, reduced incidence of dropout rates, but we see very little regarding performance standards related to the actual performance level, the increased performance level of youth who will be served by the education title.

We would appeal to you to share with us the belief that unless the Congress has the legislation enunciate explicitly performance standards that go beyond mere truancy and dropout conditions, the Congress might not be satisfied with the performance standards subsequently set and achieved at the local level.

Next, we would suggest that the bill itself address adequately monitoring which should occur during the course of the operations of the program. All of us are impressed, either we hurt or we are gleeful, over what hardnosed monitors like GAO have said about youth employment programs. There is near universal respect for the objectivity which GAO has shown in its monitoring of youth employment programs in the recent past. I think you have been party to some of the reports which they have written.

We would suggest, therefore, that entities like that one be viewed as essential in monitoring the operations of these programs at the local level.

While even CBO's argue for the advantages associated with forward funding, in instances like this, when a radically new approach is being taken to address so critical a problem, unless there are built in accountability and monitoring devices to accompany the forward funding, one might, after the expenditure of sizable funds and the expiration of 3 years at the expense of youth not meaningfully served, come to regret that the effective and needed evaluation and monitoring did not occur.

In a word, and finally, the position of the hundreds of CBO's, through their delegates who have met continuously with the drafters of the bill before you, have on the one hand argued that perhaps the better approach for addressing more directly the needs of the current generation as well as the future generation of unemployed youth would be simply to expand the current youth demonstration programs.

Their backup position, in the event the Congress elects to pass some version of the administration's bill, then becomes a position which argues for the safeguards contained in the statement before you, and in the remarks which I have just shared with you.

Thank you very kindly.

Chairman **Perkins**. Does that conclude your statement?

Mr. **Poulard**. Yes, sir, and thank you.

Chairman **Perkins**. We will go to Mr. Smart.

Go ahead, Mr. Smart.

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STATEMENT OF WALTER SMART, CHAIRMAN, NATIONAL COLLABORATION FOR YOUTH, AND EXECUTIVE DIRECTOR, UNITED NEIGHBORHOOD CENTERS OF AMERICA

Mr. SMART. Mr. Chairman, honorable members of the committee: My name is Walter Smart. I am the executive director of the United Neighborhood Centers of America, Inc., and chairperson of the National Collaboration for Youth. We have the members of the collaboration listed on the testimony, and I will not read them all, except to say that this testimony is presented on behalf of the following member organizations of the National Collaboration for Youth: Boys' Clubs of America; Camp Fire, Inc.; Girls Clubs of America, Inc.; Girl Scouts of the United States of America; National Board of the YMCA's; National Board of the YWCA; the National Network, Services to Runaway Youth and Families; American Red Cross Youth Services; and United Neighborhood Centers of America, Inc.

The collaboration members joined together in 1973 to work toward the achievement of common goals in providing services to the Nation's youth. The member organizations of the collaboration work in a variety of ways to address the vocational, employment, educational, health, and family life needs of young people. In 1976 the collaboration adopted youth employment as a priority issue, and two fundamental points were made.

First, youth-serving agencies can and should play an important role in the development and implementation of national youth employment policies and programs.

Second, the development of basic skills is the key to youth employability.

In our discussions over the past year with the Vice President's Task Force on Youth Employment, we were pleased that understanding grew beyond the focus on job placement and work experience as the only measurable outcomes of success. Recognition of the need for emphasis on basic skills and broader employability development is long overdue.

The results of a 1975 nationwide test administered by the National Assessment of Educational Progress are highly instructive for the formulation of new youth legislation. The 1975 test revealed that 92 percent of the 17-year-old white youths tested were functionally literate, in contrast to only 58 percent of the black youths tested were functionally literate. In light of these results, we know the situation among our Nation's minority youth has reached desperate proportions.

Our school systems, frequently through callousness and insensitivity, lack of interest, and lack of concern for minority youth, have led to this national catastrophy. The educational system is not a credible answer on its own. While the system itself cannot escape its share of the blame, we recognize that it is a reflection of a deeper problem within our society.

Simply giving additional money to the school systems that have produced this kind of a product is not going to substantially change the outcome. There must be new incentives, new levers, and certainly there must be intense national leadership and commitment if change is to occur and if progress is to be made.

New youth legislation must recognize the relationship between the development of employability skills and the success or failure of youth in the labor market. In order to have long-term impact on the employability of youth, youth programs must first assist youth in developing basic life-coping skills that will enable them to deal with problems and situations that affect their employability. Once these skills have been developed young people will be better prepared for entering the world of work and for achieving success in it.

Employability development and job readiness preparation must be integral parts of any and all skill training, and job placement programs for youth. Too narrow a focus on basic skills, training, and placement will lead only to short-term success and may likely cause failure in the long run.

Therefore, youth employment and training legislation should require that a full range of comprehensive services be available at the local level to provide whatever assistance may be needed to develop long-term employability skills, to insure adequate preparation for the world of work, and to provide the backup support needed after a youth is employed.

These services should be clearly spelled out in the law and should address the personal and social development needs of youth, family and other support-group needs, educational development, and the physical and mental health needs of youth.

Youth legislation must contain specific provisions to insure that there are effective linkages among the significant institutions which affect young people's development. The experience of our local program operators is that the 22-percent set-aside in CETA for school related programs has indeed made a difference in youth employment and training programing.

Therefore, we believe that in addition to continuation of the current CETA formula 22 percent of the funds appropriated for the education component of the youth initiative should be set aside for the purchase of supportive services which cannot be provided by school systems, or which can be provided more effectively by sources outside the education system.

Under this set-aside, local educational agencies receiving grants under the new Federal program would be required to use 22 percent of their funds to purchase nonschool based services to provide backup support and additional assistance to youth program participants.

In selecting deliverers of such services, priority should be given to community-based youth-serving organizations which have demonstrated their effectiveness in providing a broad range of supportive services to youth. Services to youth should be highly individualized and responsive to the specific needs of youth, and should focus on the development of skills that will lead to long-term employability.

As a mechanism for achieving local collaboration, a local coordinating council for youth employment and training programs should be established, with a principal focus on establishing effective linkages among CETA, the education system, and private, nonprofit voluntary youth-serving organizations.

The coordinating council would consist of representatives from the CETA prime sponsor, the local educational agency, community-based youth-serving organizations, business, labor, and representatives of the young people in the community, including special target groups.

The role of the council would be more than an advisory role. The council would be responsible for reviewing and submitting written comments on the youth plans of the CETA prime sponsor and the youth employment plans of the local school system. The coordinating council would have a voice in determining funding needs and priorities in both the CETA and the education systems and would also have a role in monitoring the performance and effectiveness of youth programs.

Two specific recommendations for new youth employment and training legislation are the following:

First, there should be specific provisions to encourage the awarding of academic credit to youth participating in career and employment programs sponsored by community-based youth-serving organizations. This would be achieved through a certification arrangement established by the local school system and local youth organizations. Many examples of this exist now through our affiliates and are positively related to successful youth programs.

Second, an information distribution system should be developed for operators of youth programs and deliverers of youth services. The purpose of such a system would be to publicize and distribute instructive information on youth employment and training programs. For example, this would include information on academic credit programs as cited above, and guidelines on model programs and suggestions of innovative approaches to youth employment and training.

As we move toward a combined school and CETA approach to youth employment and training, two major concerns arise. New youth legislation must contain provisions to allow for flexible funding of youth programs so that employment and training funding cycles can be coordinated with the local school-year calendar in order to better serve inschool youth. Second, Congress must assure that youth in need of services will not be denied assistance because local school desegregation problems have led to a curtailment of Federal funds.

The ideas which we have presented here today have been developed cooperatively by people working professionally with youth in many organizations, in many different communities, and in many styles. We close by saying that we assume that services provided with Federal funds will be targeted to those youth most in need and will include among others economically disadvantaged youth, minority youth, school dropouts, teenaged parents, handicapped youth, and young offenders.

We believe the needs of these young people must and should be a priority concern for our Nation and that they require the combined efforts of us all to make any real, positive changes for the future

Mr. Chairman, the member organizations of the National Collaboration for Youth have served young people for over 100 years. As we enter the new decade of the 1980's, we recognize as a new priority concern the serious employment problems which confront our Nation's youth. We pledge our efforts to continue serving youth in need.

Thank you.

[Prepared statement of Walter Smart follows:]

PREPARED STATEMENT OF WALTER SMART, CHAIRMAN, NATIONAL COLLABORATION FOR YOUTH, AND EXECUTIVE DIRECTOR, UNITED NEIGHBORHOOD CENTERS OF AMERICA

Mr. Chairman and Members of the Subcommittee:

My name is Walter Smart, Chairman of the National Collaboration for Youth and Executive Director of United Neighborhood Centers of America. I am pleased to have the opportunity to present to the subcommittee the views and concerns of the Collaboration on this most important subject of youth employment and training.

The National Collaboration for Youth is composed of 13 national voluntary youth-serving organizations. These organizations are: Big Brothers/Big Sisters of America; Boys' Clubs of America; Boy Scouts of America; Camp Fire Inc.; 4-H Youth Programs; Future Homemakers of America, Inc.; Girls Clubs of America, Inc.; Girl Scouts of the U.S.A.; National Board of YMCAs; National Board, YWCA of the U.S.A.; the National Network, Services to Runaway Youth and Families; American Red Cross Youth Services; and United Neighborhood Centers of America, Inc. The National Collaboration for Youth is an affinity group of the National Assembly of National Voluntary Health and Social Welfare Organizations, a nonprofit organization composed of 36 voluntary agencies.

The Collaboration members joined together in 1973 to work toward the achievement of common goals in providing services to the nation's youth. The member organizations of the Collaboration work in a variety of ways to address the vocational, employment, educational, health and family life needs of young people. In 1976, the Collaboration adopted youth employment as a priority issue. In the position statement adopted at that time, two fundamental points were made:

1. Youth-serving agencies can and should play an important role in the development and implementation of national youth employment policies and programs.

> "The problem of youth unemployment is sufficiently grave to require the development of comprehensive national policies for youth employment and work experiences undergirded by collaborative efforts of the education, government, business, labor and voluntary sectors of our country. The National Collaboration for Youth believes that its member organizations, serving a combined constituency of 30 million young people, are uniquely qualified to act as advocates for youth, have a distinct responsibility to point the way to more effective action and can provide valuable resources for the delivery of coordinated and more comprehensive youth employment programs."

2. The development of basic skills is the key to youth employability.

> "Fundamental to finding and keeping a decent job is having adequate skills. The responsibility for developing the necessary competencies of reading, writing, comprehension and computational skills is clearly the responsibility of the publicly-financed education system. There is a growing

> consensus that changes are necessary in the general education system so that it will more effectively fulfill its mission to meet the needs of youth. Such preparation will reduce the number of young people who find themselves out of school and out of work -- usually both -- because of lack of adequate skills. Public support for the education system should stress this basic responsibility, with the recognition that the task may be more difficult than ever before as increased number of students stay longer in school without regard to their abilities, motivation or family encouragement."

In our discussions over the past year with the Vice President's Task Force on Youth Employment, we were pleased that understanding grew beyond the focus on job placement and work experiences as the only measurable outcomes of success. Recognition of the need for emphasis on basic skills and broader employability development is long overdue. The results of a 1975 nationwide test administered by the National Assessment of Educational Progress are highly instructive for the formulation of new youth legislation. The 1975 test revealed that 92 percent of the 17-year-old white youths tested were functionally literate in contrast to only 58 percent of the black youths tested. In light of these results, we know the situation among our nation's minority youth has reached desperate proportions.

Our school systems, through callousness and insensitivity, lack of interest, and lack of concern for minority youth, have led to this national catastrophy. The educational system is not a credible answer on its own. While the system itself cannot escape its share of the blame, we recognize that it is a reflection of a deeper problem within our society. Simply giving additional money to the school systems that have produced this kind of a product is not going to change things. There must be new incentives, new levers -- and certainly there must be intense national leadership and commitment if change is to occur and if progress is to be made.

We believe that our agencies can play a significant part in that new approach. The world usually seems divided into CETA, schools and home. Yet for millions of young people, an important influence on their success in life is the youth agency to which they belong or where they "hang out." These agencies, members of the National Collaboration for Youth, have the ability to contribute significantly to a better outcome for this new approach to youth employment.

We would like to state some broad principles and some specific recommendations for shaping a new approach to youth employment and training.

A principal goal should be to develop long-term employability skills that will prepare young people to enter the world of work and to attain satisfaction and success in their working lives. New youth legislation must recognize that placement in a job should not be the only goal nor the principal goal of employment and training programs for youth. While job placement is the ultimate, long-range goal, there are other, interim goals or "benchmarks" of equal importance which must be achieved if youth employment and training efforts are to be successful. Youth employment legislation must recognize and define these benchmarks and must establish programs and services that will assist young people in achieving these goals.

What are other valid goals and desirable outcomes for youth employment and training programs? They include a broad range of "life-coping" skills and the fulfillment of diverse personal and social needs of young people. They include the development of specific "employability skills" -- the skills, experience and know-how that are needed not only to qualify for a job but which are also essential to retaining a job and to doing well in it. In addition to basic skills of reading, writing and computation, these employability skills include the following:

- The development of good work habits: punctuality, dependability, how to follow instructions.
- Ability and experience in decisionmaking.
- Good physical and mental health.
- Ability and experience in solving problems which affect employability, including transportation, housing, child care, and health problems.
- The development of interviewing and job search skills.

New youth legislation must recognize the relationship between the development of employability skills and the success or failure of youth in the labor market. In order to have long-term impact on the employability of youth, youth programs must first assist youth in developing basic life-coping skills that will enable them to deal with problems and situations that affect their employability. Once these skills have been developed young people will be better prepared for entering the world of work and for achieving success in it.

Employability development and "job readiness" preparation must be integral parts of any and all skill training and job placement programs for youth. Too narrow a focus on basic skills, training and placement will lead only to short-term success and may likely cause failure in the long run. What is needed is a comprehensive, pluralistic approach that will provide the backup and supportive services required to ensure long-term employability, job retention, and satisfactory job performance.

Therefore, youth employment and training legislation should require that a full range of comprehensive services be available at the local level to provide whatever assistance may be needed to develop long-term employability skills, to ensure adequate preparation for the world of work, and to provide the back-up support needed after a youth is employed. These services should be clearly spelled out in the law and should address the personal and social development needs of youth, family and other support-group needs, educational development, and the physical and mental health needs of youth.

New youth legislation must contain specific provisions to ensure that there are effective linkages among the significant institutions which affect young people's development. The experience of our local program operators is that the 22 percent set-aside in CETA for school-related programs has indeed made a difference in youth employment and training programming. Therefore, we believe that, in addition to continuation of the current CETA formula, 22 percent of the funds appropriated for the education component of the youth initiative should be set aside for the purchase of supportive services which cannot be provided by school systems or which can be provided more effectively by sources outside the education system. Under this set-aside, local educational agencies receiving grants under the new federal program would be required to use 22 percent of their funds to purchase non-school based services to provide back-up support and additional assistance to youth program participants.

In selecting the deliverers of such services, priority should be given to community-based youth-serving organizations which have demonstrated their effectiveness in providing a broad range of supportive services to youth. Services to youth should be highly individualized and responsive to the specific needs of youth, and should focus on the development of skills that will lead to long-term employability.

The types of non-school based services to be provided under the 22 percent set-aside of education funds include the following: assistance in resume writing and job interviewing, assistance in completing job application forms, vocational exploration and career counseling, personal counseling and problem solving, individual tutoring, and health and transportation services.

By establishing a strong linkage between the local education system and local youth-serving organizations, the recommended set-aside provision would ensure that comprehensive support services are available to assist youth participating in local employment and skill development programs. Such a guarantee of services is particularly important to ensure support and assistance to youth with special needs, including minority youth, school drop-outs, teen-aged parents, handicapped youth, and young offenders.

New youth legislation should establish a mechanism for developing and assuring effective local collaboration in the planning, development and implementation of youth employment and training programs. The purpose of such collaborative efforts would be to establish linkages between local employment programs and local education programs for youth; to encourage maximum utilization of local resources and facilities for serving the employment and training needs of youth; to avoid duplication of services and programs; and to assure broad-based support for, and involvement in, youth programs. Through such collaborative efforts, prime sponsors and local educational agencies would be able to tap the resources of a broad range of community-based youth-serving organizations and ensure their active involvement in developing and operating youth employment and training programs.

As a mechanism for achieving local collaboration, a local coordinating council for youth employment and training programs should be established, with a principal focus on establishing effective linkages among CETA, the education system, and private, non-profit, voluntary youth-serving organizations. The coordinating council would consist of representatives from the CETA prime sponsor, the local educational agency, community-based youth-serving organizations, business, labor, and representatives of young people in the community, including special target groups. The role of the council would be more than an advisory role. The council would be responsible for reviewing, and submitting written comments on, the youth plans of the CETA prime sponsor and the youth employment plans of the local shcool system. The coordinating council would have a voice in determining funding needs and priorities in both the CETA and the education systems and would also have a role in monitoring the performance and effectiveness of youth programs.

Community-based youth-serving organizations can and should have a major role to play in promoting and developing collaborative youth planning and programming at the local level. These organizations -- with their knowledge of youth needs and their experience and expertise in providing services to meet these needs -- can be important links between the CETA system and the education system, and between the public and private sectors in developing employment and training programs for youth. Youth serving organizations such as those affiliated with the National Collaboration for Youth, whose board members include representatives from the local business community, can use their ties with the private sector to develop and expand employment and training opportunities for youth. These organizations can work effectively with local schools to increase educators' awareness and understanding of the employability development needs of youth and to develop education programs and curricula to meet these needs.

In formulating new youth employment policy, Congress should recognize the resources and expertise available through established community-based youth-serving organizations and should enact legislation which will ensure full utilization of these resources in the planning and implementation of youth programs. New youth legislation should require that prime sponsors and local educational agencies, when selecting local program operators and deliverers of services, give priority to community-based organizations which have demonstrated their effectiveness in providing a broad range of services to youth and in forging linkages within the community in order to better serve the employment needs of youth.

At the national level, there must be strong, effective linkages between the Department of Labor and the Department of Education to assure that the collaborative CETA/education approach will be successful. An active, innovative interdepartmental council, with representation from private sector participants in youth employment initiatives (such as the National Collaboration for Youth), should be established.

Two specific recommendations for new youth employment and training legislation are the following:

- There should be specific provisions to encourage the awarding of academic credit to youth participating in career and employment programs sponsored by community-based youth-serving organizations. This would be achieved through a certification arrangement established by the local school system and local youth organizations. Many examples of this exist now through our affiliates and are positively related to successful youth programs.

- An information distribution system should be developed for operators of youth programs and deliverers of youth services. The purpose of such a system would be to publicize and distribute instructive information on youth employment and training programs. For example, this would include information on academic credit programs as cited above, and guidelines on model programs and suggestions of innovative approaches to youth employment and training.

As we move toward a combined school and CETA approach to youth employment and training, two major concerns arise. New youth legislation must contain provisions to allow for flexible funding of youth programs so that employment and training funding cycles can be coordinated with the local school-year calendar in order to better serve in-school youth. Secondly, Congress must assure that youth in need of services will not be denied assistance because local school desegregation problems have led to a curtailment of federal funds.

The ideas which we have presented today have been developed cooperatively by people working professionally with youth in many organizations, in many different communities, and in many styles. We close by saying that we assume that services provided with federal funds will be targeted to those youth most in need and will include, among others, economically disadvantaged youth, minority youth, school drop-outs, teen-aged parents, handicapped youth, and young offenders. We believe that the needs of these young people must and should be a priority concern for our nation and that they require the combined efforts of us all to make any real, positive changes for the future.

Mr. Chairman, the member organizations of the National Collaboration for Youth have served young people for over 100 years. As we enter the new decade of the 1980's, we recognize as a priority concern the serious employment problems which confront our nation's youth, and we pledge our efforts to continue serving youth in need.

Chairman **Perkins**. Thank you very much.

Our next witness is Mr. Ron Passarelli, chairman of the Colorado Employment and Training Council.

Go ahead, Mr. Passarelli.

STATEMENT OF RONALD PASSARELLI, CHAIRPERSON, COLORADO EMPLOYMENT AND TRAINING COUNCIL

Mr. **Passarelli**. Mr. Chairman, committee members, good morning.

I should like to preface my remarks this morning by acknowledging a gracious invitation extended to me by the Chair to testify on this most significant legislative issue. I should also like to say what a personal privilege it is for me to address this committee among whose members is my own home district's able representative, Mr. Kogovsek.

By way of introduction, Mr. Chairman, I am Ronald Passarelli, currently the chair of the Colorado Employment and Training Council, the State advisory council established under the Comprehensive Employment and Training Act to advise the Governor with regard to the quality of all vocational programs in Colorado, and mandated to encourage coordiation of these programs.

I am an urban designer and planner by profession, and a former city councilman, so I have the advantage, if you will, of not being an advocate of any one of the bureaucratic constituencies likely to appear before you. Hopefully my testimony on the administration's youth initiative will be regarded as somewhat less biased than that of the experts.

Yesterday I had the opportunity to review the testimony of Calvin Frazier, Colorado's Commissioner of Education, and I am pleased to confirm his generally optimistic feelings about the spirit of cooperation between CETA prime sponsors and educational agencies. In fact, I believe it is fair to add that most of Dr. Frazier's suggestions would be considered reasonable by the CETA system in Colorado.

There are, of course, differences of emphasis and priorities when one looks at vocational programs for youth from the CETA perspective and the academic perspective. However, given the present stage of development of this initiative, I do not believe it would be appropriate to get into these more technical aspects. Moreover, Colorado's prime sponsors have not had time to make a detailed evaluation.

There are, however, three pivotal issues that need attention.

First, the governing structure for the initiatives, emphasizing effective, systemic coordination;

Second, the means for effectively targeting the effort and funds to the disadvantaged;

Third, a decision on whether individual emphasis is to be placed on the systematic vocational preparation of youth or on the education of youth.

We in Colorado are committed to making coordination of CETA and other vocational agencies a reality. We are idealistic enough to believe that the language Congress has written into CETA, the Vocational Education Acts, and other laws requiring these service delivery systems to interface are statements not only of your interest, but also of governmental commitment. We have been working to bring these to reality.

Therefore, we are somewhat dismayed at the disjointed nature of the administration's proposal. We anticipated that the initiative would have required us to work even more closely together in joint planning and coordinated service delivery system. But it appears that this youth initiative is to be funded via two separate channels with little requirement for specific and mutual agreements between education and CETA.

It appears that the administration, having considered the history of conflict, has decided to ignore the problem. We believe that that would be a step backward.

We have in past years spent enormous Federal resources and energy in efforts to insure the coordination of services for particular populations. The expertise to serve youth is divided among many different agencies, including educational agencies, vocational agencies, CETA prime sponsors, youth service bureaus, et cetera. Each of these has had a responsibility in the past to serve youth and each on its own has been unsuccessful.

The choice appears clear: Either design a new program which will bring these diverse skills and backgrounds together, or spend millions of dollars to repeat past failures.

The proposed method in the new youth initiative is not particularly inventive. CETA and education agencies would be guaranteed funds by formula. Their areas of expertise are outlined and the funding for each is maintained separately and independent of the other.

The coordinated delivery is the key aspect of this program which will make it different. Coordination is paramount to any effective means of dealing with this problem. You have already seen the results of efforts by these agencies operating independently. To assume that by giving more money, they will be more effective without requiring mutually reenforcing coordination is unfounded.

What I think may help is a joint planning system. We should not have individual components to be worked out in cooperation between local educational agencies and prime sponsors, but really ought to require that the entire programs be designed mutually.

In addition, I must endorse Dr. Frazier's point on the use of existing advisory councils, rather than the creation of new struc-

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tures. Allow us to build on what we have to create an effective advisory structure, and hopefully consolidate the current groups for more progressive action.

Third, we do not object to the establishment of national mandates or standards. We do believe local and State priorities should be permitted within such parameters to adjust to particular needs, such as youth with limited English ability, and particular labor-market conditions.

Finally, given the relative autonomy of both prime sponsors and local educational agencies, you may find it advantageous to enhance the role of the State agencies in facilitating the development of priorities and facilitating negotiations at the local level. The Rocky Mountain Environmental and Energy Technology Center in Colorado is a case in point.

This provided for the creation of occupational training opportunities on extremely costly and sophisticated equipment beyond the vocational education capacity. Most of the equipment is provided by industry. Industry commits job opportunities to meet its affirmative action goals. CETA and vocational education resources fill the gaps, including remedial education.

Such programs require huge resources that often cannot be generated on a local basis. Through the State effort, seven prime sponsors have provided these opportunities to youth in their jurisdictions.

My second major concern has to do with Federal mandates and atypically I am recommending that some of these be strengthened. The proposed initiative would allocate funds to inschool youth according to title I Elementary and Secondary Education Act methods. While we believe the program should be targeted to youth most in need, we are not sure the method used is appropriate.

We believe the formula should be made more reflective of local realities; that the law should require recipients to explain how they will serve these groups in critical need, and that some funds must be set aside to the States to be used for those youth who are wards of the State.

I have served previously on the Colorado Council on Criminal Justice, and while one can be critical of LEAA over the years, it has developed a process of establishing national priorities which must be addressed by State and local government.

These priorities, such as the deinstitutionalization of status offenders, were not treated as options, nor were incentives provided to the States who chose to meet this need. Rather, States were simply required to develop a plan to alleviate the problem. It was made a condition of funding.

Some issues of youth unemployment are so critical that they should be made national conditions. The local units of government should be allowed to create responsive and imaginative solutions, but they should be required to respond.

In conclusion, I should reemphasize the need for cooperative delivery services. If the congressional decision is to require coordination between local educational agencies, CETA and vocational education on behalf of the disadvantaged, then those local level systems will have the legislative direction to develop new ways to integrate basic skills development, career education, work experience, and on-the-job training into a really effective wholistic approach. If you do not require coordinated efforts, all the other technical mandates and conditions you choose to impose will likely be ineffective.

So I submit to you, the larger issues of structure and coordination must be resolved, if any solution is to work.

Thank you, Mr. Hawkins.

[The prepared statement of Ronald Passarelli follows:]

PREPARED STATEMENT OF RONALD PASSARELLI, CHAIRPERSON, COLORADO EMPLOYMENT AND TRAINING COUNCIL

I am Ronald Passarelli, here today as the Chairperson of the Colorado Employment and Training Council, the State Advisory Council established under the Comprehensive Employment and Training Act to advise the Governor with regard to the quality of all vocational programs in our state and charged with a mandate to encourage coordination of these programs. I am an urban designer and planner by profession, and a former City Councilman, so I have the advantage, if you will, of not being an advocate for anyone of the bureaucratic constituencies likely to appear before you. Hopefully my testimony on the Administration s Youth Initiatives will be regarded at least "less biased" than that of experts.

Yesterday, I had the opportunity to review the testimony of Calvin Frazier, Colorado's Commissioner of Education and I am pleased to confirm his generally optimistic feelings about the spirit of cooperation between CETA Prime Sponsors and educational agencies. In fact, I believe it is fair to add that most of Dr. Frazier's suggestions would be considered reasonable by the CETA system in Colorado. There are of course, differences of emphasis and priorities when one looks at vocational programs for youth from the CETA perspective and the academic perspective. However, given the present stage of development of this initiative, I do not believe it would be appropriate to get into these more technical aspects nor have Colorado's Prime Sponsors had time to make a detailed evaluation.

However, I believe it is necessary to address the broader issues, and I think both Dr. Frazier and our state's 10 prime sponsors would agree that these are three pivotal issues which need attention. These are the issues of:

(1) The governing structure for the initiatives;

(2) The means for targeting the effort and funds to the disadvantaged;

(3) A decision on whether the emphasis is to be placed on the systematic vocational preparation of youth or on the education of youth.

On Governance and Structure of the Effort

We in Colorado are committed to making coordination of CETA and other vocational agencies a reality. We are idealistic enough to believe that the language Congress has written into CETA, the Vocational Education Acts, and other laws requiring these service delivery systems to interface are statements of your interest. And we have been working to bring these laws to reality. Therefore, we are somewhat dismayed at the disjointed nature of the Administration's proposal. We anticipated that the initiative would have required us to work even more closely together in joint planning and coordinated service delivery system. But it appears that this youth initiative is to be funded via two separate channels with little requirement for specific and mutual agreements between education and CETA. It appears that the administration, having considered the history of conflict, has decided to ignore the problem. We believe that this would be a step backward.

On Governance:

We have in past years spent enormous federal resources and energy in efforts to insure the coordination of services for particular populations. The expertise to serve youth is divided among many different agencies, including educational agencies, vocational agencies, CETA prime sponsors, youth service bureaus, etc. Each of these has had a responsibility in the past to serve youth and each on its own has been unsuccessful. The choice appears clear: either design a new program which will bring these diverse skills and backgrounds together, or spend millions of dollars to repeat past failures. The proposed method in the new youth initiative is not particularly inventive. CETA and education agencies would be guaranteed funds by formula. Their areas of expertise are outlined and the funding for each is maintained separately and independent of the other. The coordinated delivery is the key aspect of this program which will make it different. Coordination is paramount to any effective means of dealing with this problem. You've already seen the results of efforts by these agencies operating independently. To assume that by giving more money they will be more effective without coordination is unfounded. What I think may help is a joint planning system. We should not have individual components to be worked out in cooperation between local educational agencies and prime sponsors, but require that the entire programs be designed mutually.

In addition, I must endorse Dr. Frazier's point on the use of existing advisory councils, rather than the creation of new structures. Bear in mind, that the local community has at least eight advisory bodies responsible for CETA, Vocational Education, and schools and school districts; this does not include state level advisory groups, vocational rehabilitation and other human services, mental health, advisory groups, etc. Allow us to build on what we have to create an effective advisory structure, and hopefully consolidate the current groups.

Third, we do not object to the establishment of national mandates or standards. We do believe local and state priorities should be permitted within such parameters to permit adjustment to particular needs (i.e. youth with limited English ability) and particular labor-market conditions (high vs. low unemployment).

Finally, given the relative autonomy of both prime sponsors and local educational agencies, you may find it advantageous to enhance the role of the state agencies in facilitating the development of priorities and of negotiations at the local level. The Rocky Mountain Environmental and Energy Technology Center is a case in point. This provided for the creation of occupational training opportunities on extremely costly and sophisticated equipment beyond the vocational education capacity. Most of the equipment is provided by industry, industry commits job opportunities to meet its affirmative action goals, CETA and Vocational Education Resources fill the gaps, including remedial education. Such programs require huge resources that often cannot be generated on a local basis. Through the state efforts, 7 prime sponsors have provided these opportunities to youth in their jurisdictions.

I do not pretend that it is easy for prime sponsors to adjust from being the big new kid on the block to a posture of partnership where they are required to institutionalize their proposals for change. We have found that state agencies can assist in this process. The relationship has never been cozy; nor should it be as long as our youth are in pain.

On Targeting

My second major concern has to do with Federal mandates and atypically I am recommending that some of these be strengthened. The proposed initiative would allocate funds to in-school youth according to Title I ESEA methods. While we believe the program should be targeted to youth most in need, we are not sure the method used is appropriate.

(a) The formula proposed is based on 1970 census data, which is woefully out of date for Colorado. Better data, Survey of Income and Education, is available.

(b) The formula creates vast distortions, and is biased against the rural poor; i.e. those youth with the fewest options;

(c) The formula ignores smaller cities/counties with unusually high rates of unemployment in favor of cities like Denver with 3.8% unemployment, but a larger number of students.

(d) The formula does not require that the school or prime sponsor provide services to the same populations requiring attention:

-- handicapped youth

-- 11 million teenage mothers

-- status offenders and neglected or abandoned youth
-- youth who are wards of the State

We believe that the formula should be made more reflective of local realities; that the law should require recipients to explain how they will serve these groups in critical need, and that some funds must be set aside to the states to be used for those youth who are wards of the State.

We have had bad experiences under the CETA structure where the national office is given the discretion of deciding which of these special need groups it wishes to serve. Offenders and juvenile delinquents are among those who have been sorely neglected because they have no advocates and are not "popular". The law should require that these groups be served by the states and/or local recipients. We cannot depend upon the largess of the bureaucracies to exercise "options" in favor of the youth who are not attractive for one reason or another.

I have served on the Colorado Council on Criminal Justice, and while one can be critical of LEAA over the years, it has developed a process of establishing national priorities which must be addressed by state and local government. These "priorities", such as the de-institutionalization of status offenders, were not treated as options, nor were "incentives" provided to the states who chose to meet this need. Rather, states were simply required to develop a plan to alleviate the problem. It was made a condition of funding. Some issues of youth unemployment are so critical that they should be made national conditions. The local units of government should be allowed to create responsive and imaginative solutions, but they should be required to respond.

On Program Content

My last major concern today relates to the issue of emphasis with the initiative on the "vocational" rather than the "educational" side of a complex equation. Neither time nor my present limited mandate allow me to do an exhaustive critique of many rather technical (but nonetheless important) issues. And in some ways, such a discussion is premature. If the Congressional decision is to require coordination between local educational agencies, CETA and Vocational Education on behalf of the disadvantaged, the practitioners of these systems will address, experiment with, and hopefully develop new ways to integrate basic skills development, career education, work experience and subsidized and unsubdized OJT. If you do not require coordinated efforts, all other technical mandates and conditions you choose to impose will likely be ineffective. So I submit to you, the larger issues of structure and coordination must be resolved, if any solution is to work.

Mr. HAWKINS. Thank you, Mr. Passarelli.

Would Mr. Poulard kindly return to the witness table, and would you remain, Mr. Passarelli. I think we overlooked indicating that questions would be asked at this point.

Is Mr. Smart or a representative of the National Collaboration for Youth present in the audience?

Mr. Passarelli, in your statement you referred to extending the population of the target group. You indicated handicapped youth, and you said 10 million teenage mothers, status offenders, and youth who are wards of the State. This, of course, would substantially increase the target population.

Do I understand what you are suggesting is that these, by definition, be included? I believe they are already roughly included in the President's proposal. Is it true that they are now included in a broad way?

Mr. PASSARELLI. Yes. Our reading of the legislative specifications indicates that they are. The point that we are suggesting, sir, is that those target populations really need to have a more clear definition of inclusion in the formula.

Mr. HAWKINS. Would that not greatly increase the projected cost of the program?

Mr. PASSARELLI. Yes, in all probability.

Mr. HAWKINS. So what you are saying, in effect, is that we are dealing with a small part of the problem, and not adequately reaching the many that should be included. I don't know how academic this is at this stage of the game, but we are worried about getting the money for the more limited group. Do you see an injustice if they are not included?

Mr. PASSARELLI. One of the difficulties that my colleagues had, in reviewing the legislative specifications, sir, were that there really needed to be, in some cases, more ability for the States and the local jurisdictions to determine which of those target groups in their own areas ought to be addressed.

Mr. HAWKINS. As most of the other witnesses, you also touched on the issue of coordination. In one section you say that the coordination should be such that it would be included in the entire programs, including the planning, delivery of services, and so forth.

Do you see that type of coordination already included in the law, or do you think that the language in the current proposal is inadequate. What is your feeling about the language as it now stands?

Mr. PASSARELLI. Our view is that the intent is there. I think in remarks by Secretary Hufstedler to this committee previously that that intent is clear and well articulated. The problem is that we find that that mandate and that articulated direction really does not become translated in terms of the language of the bill as it currently stands.

What we are looking at, sir, is a method or a systematic approach to really effectuate the kind of cooperation that we think is required if we are to have any kind of a totally coordinated effort. A mere discussion of cooperation among existing agencies at the local level we don't feel is sufficient. There really needs to be some stronger definitions of methods for bringing about that kind of unified and whollistic approach to the problem.

Mr. HAWKINS. Of course, in the existing law there is the financial incentive, which is being changed somewhat in the new proposal.

Mr. PASSARELLI. Yes.

Mr. HAWKINS. Do you believe the financial incentive is sufficient, or do you think the current proposal is strong enough in providing the financial assistance for the coordination?

Mr. PASSARELLI. What I think we are talking about, Mr. Chairman, is the difficulty of institutional change at the local level. Previous testimony here today has indicated some question about local institutions being able to respond adequately.

I think if there is that kind of difficulty at the local level, there really needs to be some stronger motivation than financial incentives. I feel oftentimes if there is just that element of incentive to a local institutional organization, unless there is really strong local representation of the target groups within the bodies who govern those institutions—oftentimes that is not the case of those most in need—then they would just elect to either minimally address those problems, rather than substantively begin to deal with the problems.

Mr. HAWKINS. Are you suggesting representation on councils.

Mr. PASSARELLI. That certainly would help.

Mr. HAWKINS. What else?

Mr. PASSARELLI. What I personally would like to see would be some sort of mechanism established to show a national commitment to a level of some institutional change to provide the kinds of effective coordination at the local level that I think is required. Really just sitting down in a committee structure and discussing those, and leaving coordination at that level really does not begin to effect the changes to the existing delivery system that we are currently in.

Mr. HAWKINS. Mr. Poulard, may I first of all apologize to you that I was not here at the opening of the hearing this morning, and failed to be able to, at least, commend you on the efforts that you and your group have made, particularly in the community which I represent.

Certainly, I want to join many others in commending, and recommending for attention the contributions that you have made in the field of employment and training services, and real community change.

Mr. **POULARD**. Thank you.

Mr. **HAWKINS**. In your prepared statement, you indicated that the legislation should be more explicit in the use of CBO's in all aspects of the education title. You included the delivery of educational services as well.

Do I understand that a substantial amount of educational services is now being performed by CBO's?

Mr. **POULARD**. Yes, indeed, Mr. Chairman. I would not take up the time required to refer to an adequate number of them, and illustrate what they do effectively. I can offer to submit a supplemental statement which would provide you with an illustration of an adequate number of CBO's and their track record.

I would like to mention just one in particular. It is an organization in Buffalo, N.Y., called BUILD. It is an acronym meaning Build Unity, Independence, Liberty, and Dignity. It established an alternative school, even with the blessing of the Buffalo School Board. It utilizes an abandoned school building, once used by the public school system itself.

The community organization named BUILD, beginning from A to Z, curriculum design, teacher screening and hiring, performance, standards, and the like, fared so well that by the year 1979 the waiting list for admission to that school more than quadruples the number of students enrolled. The test scores of graduates challenges in an embarrassing way the test scores of students graduating from the public schools in that city. The number of students going on to college is phenomenally high and exceeds the national average. Students request to be bused from where they live to attend that alternative school.

The board of education in Buffalo elects to provide supplemental funds to the operations of that alternative school run by this community-based organization.

The governing body of the school recognizes that because of the profile and character of most of the students attending the school, reading, writing, and arithmetic do not represent the total education and job-readiness needs of pupils. So there are enlightened and innovative counseling and support services routinely provided to augment the classroom activities.

In a word, it is an ideal model for what can happen at the neighborhood level when there is the flexibility, the accountability which a community-based organization projects when it runs this type of institution.

There are still others. There is an institution in Chicago called the Alternative School Network; a key staff member is Mr. Jack Wiest, who has provided us with information relating to the 34 or 40 some members.

We could, by referring to that laundry list, prepared by that network of services, as well as referring to what the Center for Community Change has done with other independent groups like the one in Buffalo, provide you with a list of what CBO's are doing in running alternative mechanisms.

Thus, when we propose that CBO's can assist in the education title of the administration's bill, to do more than merely recruiting and orientation, and providing support services, but to in fact also address more content-related issues. We do that based on our intimate knowledge of particular groups in adequate number to buttress our suggestion.

Mr. Hawkins. Are you, in effect, saying that already included in the proposal there is not sufficient mandating language to make sure that they are going to be used?

Mr. Poulard. I am going to yield to Ronnie who has read the bill a little bit more critically than I.

Mr. Hawkins. Would you identify yourself, for the record?

Ms. Kweller. I am Ronnie Kweller, and I provide information and clearinghouse functions for CBO's regarding the CETA program for the Center for Community Change.

According to my reading of the administration's bill, there is no explicit language in the general program, or provisions that suggest or encourage the use of CBO's or alternative educational institutions for the delivery of basic skills instruction. CBO's and alternative schools are mentioned in the part of the bill that addresses vocational education, but I believe that that is the only explicit mention of them. Whereas, as you are familiar with the CETA legislation, it goes much farther in suggesting and even encouraging the use of CBO's in all aspects of the program, from planning through delivery and evaluation.

So we would like to see similar language to the CETA language throughout the education aspect of this program, should such a program emerge from Congress.

Mr. Hawkins. Thank you.

The Chair is going to yield at this point, but will try to get back to further questions.

I understand that Walli Klores is here representing Mr. Walter Smart of the National Collaboration for Youth.

Ms. Klores. Mr. Smart had to leave, and I would like to answer your questions.

Mr. Hawkins. You will be representing and answering questions for the National Collaboration for Youth.

Ms. Klores. As far as I can.

Mr. Hawkins. I just wanted to clarify that fact.

Mr. Goodling.

Mr. Goodling. Thank you, Mr. Chairman.

Mr. Poulard, on the next to the last page of your statement where you have made recommendations, you say that the legislation should contain explicit language requiring the use of CBO's in all aspects of the education title. Then you finally say that they are to include the delivery of educational supportive services.

As I read these proposals, you are charging the State education department with monitoring title II. I am not sure how your recommendation would fit in with that. I can see where it would where dropouts are concerned, but, I am not quite sure how your recommendation would fit in with the administration's mandate that the State educational agency be responsible for the monitoring of title II.

You say that the CBO's should be a part of all aspects of the education title. Are you including the youngsters who are still in school, or are you specifically talking about the dropouts?

Mr. **Poulard**. We are talking about the youngsters still in school. The CETA side, the role of the CBO's is amply addressed, as Ronnie just said to the chairman.

Mr. **Goodling**. You are talking about title II, where the proposal mandates that the State educational agency be responsible for the monitoring. I don't believe they have any control, or any responsibility in relationship to CBO's, do they?

Mr. **Poulard**. No, sir, they do not.

Mr. **Goodling**. You do not see some problem or conflict here, if on the one hand they have the responsibility for monitoring, but they really have no control over CBO's.

Mr. **Poulard**. I think that I finally get the drift of your question, Mr. Goodling.

If CBO's were treated in the same fashion as public schools, and accordingly permitted to operate programs, would they then be gracious in accepting the monitoring function of a State educational agency.

Mr. **Goodling**. I think they would have to, as I understand the proposals.

Mr. **Poulard**. Yes, sir. I would suggest that if CBO's attempt to make a case for their capability for running appropriate components in the education title, then they would have to be willing to be monitored by whoever the legislation assigns the monitoring task to.

If you would permit me, sir, to remind you that in my prepared remarks I implied, at least, that perhaps the State-level monitoring might not be adequate to provide the Congress with the kinds of monitoring services that the Congress might ultimately need or want. I would suggest that there be some monitoring at the Federal level going on. I would suggest that it would be good if the Office of Education itself were expected to perform some monitoring function of this forward-funded program.

Mr. **Goodling**. I would think that they would. They would have the responsibility, because they are saying that the State educational agencies are supposed to do the monitoring.

Mr. **Poulard**. I could be in error, sir, but I have the feeling that the bill as drafted does not enunciate a monitoring role of the Federal Office of Education. The tone of the bill in general, and regarding specific aspects, like the one at issue now, defers to local planning around ultimate monitoring designs, and who is going to do it, and frequency, and the like. Inherent in that overall tone, as well as regarding specific critically important instances like that, we see some potential danger.

Mr. **Goodling**. I agree that that is what it says. I have been around long enough to know that if there are Federal funds involved, GAO and the Department of Education will be involved, whether it says that they are supposed to be or not supposed to be.

Going along with this part of your recommendation, Mr. Smart stated that there should be specific provisions to encourage the awarding of academic credit to youth participating in the career and employment programs sponsored by community-based youth-serving organizations.

There are some of us who, looking at this program, think that perhaps the students or the people who are out of school, the dropouts, and so on, should have an individualized program written for them. I don't know what either of you think about that, because all three of you are somewhat touching on that kind of thing.

We are thinking that if we merely return dropouts to the same situation they were thrown out of, or dropped out of, we are not going to accomplish very much. This is where we see a fallacy. Perhaps we should not even be talking about a school experience as such, but an individualized experience. It could be with a community-based organization.

Would any of the three, or all of you like to react to that?

Mr. POULARD. I think we erred in perhaps trying to show consideration for your busy schedules, and failed therefore to make mention of circumstances known to us which could have spared you from having to ask the question in the first place.

Permit me please to refer you to still another model. Unfortunately, I don't have the name of the alternative school, but it is run by an organization called the Better Boys Club in Chicago.

The Better Boys Club is that anointed group that gets all the proceeds from the National Football League players' annual dinner. They, in cooperation with the Chicago public schools, set up still another model of alternative schools addressing primarily truancy and dropout problems.

This alternative school model, addressing this sort of clientele, is characterized by all the bad circumstances in a public housing neighborhood, only truant and dropout population, limited budget, high teacher/pupil ratio, et cetera. Nonetheless, the statistics on the achievement of that model, which we shall provide the committee with in a supplement to our prepared testimony, are staggering.

Our organization, the Center for Community Change, was funded by the Ford Foundation to take a close look at that school, because the Ford Foundation was interested in providing funds for it, and to also fund that sort of school model run by community-based groups elsewhere.

The bottom line in my response to your question, sir, with regard to the dropout problem is that community-based organizations, much more so than traditional public schools, have demonstrated a capacity to attract dropouts back to school, and to short circuit substantially truancy patterns on the part of those whose interests are not being adequately held by the content and operations of the traditional public schools.

I would be careless and doing a disservice to community-based organizations if I were attempting to convince you that all community-based organizations have all the right models, and that in every instance succeed. This is altogether untrue.

Our point simply is that there are enough known community-based organizations that have been around long enough, that have set up enough models, who have been tested by enough slide rules, who need to be given the chance to compete.

We fear, like in other block grant programs, that if the legal statute does not mandate the prerogative they have to compete, and be treated on an equal basis with the other competitors, they will be systematically locked out.

Ms. **Klores**. If I may add to Mr. Poulard's remarks.

He mentioned one example of the Better Boys Clubs in Chicago, one of the many programs that we are aware of, that the member agencies of the Collaboration for Youth are involved in, where they are working with the school systems, not without quite a bit of struggle in setting up the relationships, but once they were established and a certain amount of trust was developed, they were able to set up the support systems. They were able to identify the individual needs of the dropouts in some cases, and design a program that was helping them find themselves and eventually return to the school system.

I don't have the numbers and the locations of where these models are being operated at the moment, but we will be happy to supply you with that information.

Mr. **Goodling**. Mr. Passarelli, I think it is on the second page of your testimony, you state: "We are somewhat dismayed at the disjointed nature of the administration's proposal." Then you say, "But it appears that the youth initiative is to be funded via two separate channels with little requirement for specific and mutual agreements between education and CETA."

I want you to know that for many of us, our only support for the concept of the Youth Act, and not necessarily for the proposal, stems from the hope that somehow we can bring all levels of government, educational agencies, prime sponsors, and so forth, together working in the same direction in solving the problems of youth unempoyment.

Since this proposal removes the 22-percent setaside, I am not sure whether you are saying that we need it as well as the incentive grants; or whether you were not commenting on it at all.

Mr. **Passarelli**. I am sorry if the intent is a bit confused in those remarks. What we are looking at is quite precisely the point that you are making. It is not necessarily an increase in funding that is required. What we are looking at is much more effective coordination, and real cooperation, rather than just talking about mutual problems that we each address individually.

Mr. **Goodling**. Thank you, Mr. Chairman.

Mr. **Hawkins**. Thank you.

Mr. Miller.

Mr. **Miller**. Thank you, Mr. Chairman.

I find your collective testimony interesting in the sense that up to this time most of the discussion, at least in my mind, by witnesses has been that, if they can just get the money, they will cooperate, and it will all work out just fine, because we all know that this additional money would purchase additional cooperation. Then, they go on in their testimony to tell what a great cooperative program they are running in their own area. So I wonder what we are purchasing.

I find, in fact, in your testimony, as Mr. Goodling has just mentioned, Mr. Passarelli, that you talk about the disjointed nature of the administration's proposal, and you also later on, in the second paragraph, say that each of these systems has had the responsibility in the past to serve youth, and each on its own has been unsuccessful.

So the theory is, I assume, by getting coordination of those parts which have been unsuccessful on their own, we might compile a successful model for dealing with these problems. Is that what you are saying?

Mr. PASSARELLI. Yes; again, we have gotten to the point of specialization in general. The problem is in trying to deal with a difficulty in the life experience of our disadvantaged youth, and we attempt to deal with those problems in specialized areas. Our contention is that that really is not effective.

Until the governmental agencies, and nongovernmental agencies that deal with those problems begin to consolidate their efforts in a mutually reinforcing fashion, that best can be accomplished by congressional mandate, at least in our opinion, those problems really are not going to be effectively addressed, and the kids we are trying to help, the remedies will be piecemeal.

Mr. MILLER. Mr. Poulard, in the model you were describing in Buffalo, you talked about setting up an alternative school. The students that were diverted from the regular school system into this alternative school, for whatever reasons, did the money that the State and local governments contribute to their education follow them?

Mr. POULARD. Yes, sir, it did, in large measure. The budget of the alternative school was substantially supplemented by Buffalo School Board funds.

Mr. MILLER. So the school board made a determination to help fund that educational project, just as they would their own?

Mr. POULARD. That is correct, sir.

Mr. MILLER. I think that that is very important, because in many cases that we have seen where alternative schools have been set up, the school boards have been excited because you have taken away their students, but they have kept the money, which makes it much more difficult.

Mr. POULARD. I might add, Mr. Miller, that I could cite from the top of my head another incident in Hartford, Conn., the South Arsenal Neighborhood Development, a community-based organization, which I think Ms. Rosewater is quite familiar with, prevailed upon the city of Hartford to get a $10 million bond issue passed used to construct some new school modules in order that the alternative school, formerly run in a warehouse, could be amply housed.

Regarding the operational funds, the school board in the city of Hartford, as is the case with the school board in the city of Buffalo, augments to a substantial extent the operating costs of the CBO to run the alternative school there.

Mr. MILLER. Have you seen the legislation, the actual bill?

Mr. POULARD. Yes, sir. During our last meeting with the staff in the administration who drafted the bill was on Monday of this week, and Ms. Kweller and I were there, and received a copy.

Mr. MILLER. Let me ask you something. As I read the plan requirements, if all things were as you like them, it would seem to me that this is what a secondary school should already be doing.

Mr. POULARD. Yes, sir.

Mr. MILLER. So we are really not talking about additional burdens on an existing system, but attempting to meet what most parents probably believe is already the mandate of the school system today. When their youngster enters the secondary school system, these 11 requirements will be met.

Again, I raise that point on the idea that we are being asked to contribute an additional $2.5 billion to purchase something which, in effect, the local school systems in the country—with their local autonomy and local financing, and their fear of Federal regulation—should already be providing.

Having said that, let me ask a question. One of the things, it seems to me, that we are doing with this proposal is we are trying to give the appearance that we are bringing several segments of youth services—the schools, vocational education, CETA—trying to bring these services together to focus on that segment of our population which independently those services have failed.

However, as I read the proposal, one thing becomes very clear. With the school site council, with the district advisory board, with the State council, there is one person who is clearly in charge, and that is the school establishment. The local principal can be advised. The superintendent can, I think, work with these people on a coordinated basis.

So it seems to me that if push comes to shove, we are really not going to have the community-wide involvement that we might have, because at some point the principal or the superintendent is going to fold up the game, and say: "This is the way it is going to be."

My concern is whether or not we are going down the wrong road in the sense that we make one party the keeper of the funds. There is nothing wrong with allocating moneys to school districts or to attendance areas to target a population.

The question is whether the decision to spend those funds in fact should be a community-wide decision, based upon meeting these specific goals. If in Hartford it turns out that they want an alternative school, and in Buffalo they want an alternative school, so be it. But if you leave one party to the agreement in the driver's seat, and then assume that you are going to get cooperation, I just don't think it is realistic.

I am asking you, is there not a better way to get a community decision on how to deal with the problems of unemployment of youth?

Mr. POULARD. Mr. Miller, I suppose you will find my response quite unsophisticated, and very apolitical.

Mr. MILLER. It will fit with the question, so don't worry about it. [Laughter.]

Mr. POULARD. We have convened, at great monetary and time cost to community-based organizations that operate on very limited budgets, a lot of meetings around the youth employment issue since November. We have had mailings. Our last mailing included 645 correspondents. We have had meetings until people are sick of them.

I am here today representing not so much the Center for Community Change, but as secretariat to these community-based organizations. Their bottom-line position is one of extreme nervousness with the continuously escalating incidence of unemployment among minority and impoverished youth in our respective neighborhoods.

They view the Congress as being rather fiscally conservative. At any cost they need to get from the Congress some additional money that is going to flow to their respective neighborhoods which is going to address the problem of youth unemployment.

They, in their wisdom or folly, feel that if any bill is going to be passed this year, it might be the administration's bill to provide funds for addressing this problem so critically important to them.

They have met with the administration, and they have pleaded for modifications in the content and the approach. You are saying exactly what they said initially: Unless the bill is substantially modified, it would simply have the appearance of adding additional funds to the already $10 billion that the State provides through subsidies for 9th through 12th graders, and that does not necessarily address youth unemployment. It addresses the budget of the public school system, which addresses the capacity to hire teachers, janitors, and the like, and need not address employment.

The reason why I have placed such a heavy emphasis in my testimony on the Federal role, should this bill be passed or some version of it be passed, is that we feel that is perhaps the only way by which we would have a set of circumstances that go beyond merely augmenting the budget of the public school system.

If others share your view that it is possible for an inappropriate sort of bill to result in a mere budget supplement to a mechanism which should be doing certain basic things on its own, with the funds it has had historically, and is not doing, and it is being given additional funds to do the same old things, then, I would hope that others would share with you and me the need for the Congress, at the Federal level, to deliberate over what kind of new twists, new conditions, new performance standards, additional content that really would get at the matter of employment, and go beyond the mere matter of education.

Otherwise, I would say that the community-based organizations that have been deliberating for months wind up having the same fears that you just expressed in your question. They are desperate to see funds flow, if funds will flow through a bill such as this. They plead that Federal directives, that address performance standards, be included in it, so that we have a consequence of not merely augmenting an already substantial budget to just provide basic education.

Mr. Miller. That was a very good answer.

Ms. Klores. Mr. Miller, may I add to Mr. Poulard's answer to your question.

I can immediately think of one way this problem can be addressed, and that is by establishing that coordinating council, extending its role over and above the way it exists now, and make the decision at the local level, including the education system, including the community-based organizations, all of those agencies on the local level, whatever designation they go by, to help with the decision of how the youth should be served in their community, and where the funds should go.

Mr. Miller. Mr. Chairman, I just have one more question.

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My concern is this, and you addressed it, Mr. Poulard, in your testimony when you talked about the concerns that Mr. Hawkins has expressed that we have some models out there, we have some efforts underway and we don't know the results of those, and we are coming along with a new initiative that may be better or worse, or whatever.

My concern is, if we let this $2.5 billion go, and it is not the right answer, and it does not drastically improve the situation for youth unemployment, we probably will not see a refunding of this effort because we will not be able to demonstrate that it bought us anything. We will probably see the whole effort for youth employment tainted once again.

So I think that it is not just a question—there is no question that witness after witness before this committee is so hungry for money to do what they believe they are doing successfully, that they are willing to buy into this legislation. It is very clear how this coalition was put together.

The question is, are we responding to a community's concern when 40 percent of the youth are unemployed? Is the community given the chance to respond to that concern? I don't think so in this legislation, because I think what we have done is that we have bought off a lot of vested interests, and they are all saying, maybe we can make it work, but let's get the money and run. To get the money and run is what scares the hell out of me about this legislation.

If it fails, we have set the whole thing back 2 or 3 years, or more. I see when an effort is in Congress, which will be made to cut back on public service jobs, when we are heading for some type of general recession, I am not sure that we are addressing the problem in the creative fashion that some communities could address it.

I think that it can be done on a community level, but it will have to be done by demanding and mandating—all of the words that we don't like to hear—that there is total community-wide input and a stake in the outcome of the plan, and not whether I can purchase a Federal teacher.

I really think your collective testimony and that of Mr. Smart, who is not here, has been very, very helpful in helping us to address exactly what it is we want to do when we want to deal with the problem of youth unemployment, or whether we want to shore up some already preexisting budgets. I think that that may be the choice Congress really has. We will have to see how that comes out.

Thank you very much for your testimony and your time this morning.

Mr. HAWKINS. Thank you, Mr. Miller.

Mr. Erdahl.

Mr. ERDAHL. Thank you very much, Mr. Chairman.

I see that Ms. Chisholm is here, and I promise that I will keep my questions very brief. I only have a couple of them before the panel is dismissed. I appreciate the panel's presence here today. I think we have had some good testimony.

Mr. Poulard, you talked about the community-based organizations, the CBO's. I suppose in a large urban center they are much more localized than the traditional school board. Yet in many small communities and the rural areas the school board, in a sense, could be defined I suppose loosely as a CBO.

How do CBO people get elected, appointed, or could you make a comparison between the functioning of a CBO, where the concerns obviously go beyond that of education, with the local school board?

Mr. POULARD. My remarks would suggest a contrast rather than a comparison, I am sure.

The community-based organization typically is established in the first place because a few of the more forward-looking individuals geographically in the midst of a neighborhood that is decaying, or is plagued with just a plethora of social needs, determine that some mechanism needs to be formally established.

So there is a community organizing effort launched, and through a democratic process, involving the residents in a specific geographic service area, decisionmakers are elected or appointed. The governing body eventually is the one that, by virtue of having been elected, represents the known needs of a known body of people, and is then accountable for setting priorities for the constituency that it serves.

They are not saddled, they are not handcuffed with the kinds of political considerations that school boards, unfortunately, have to succumb to in their deliberations. Community-based organizations approach and proceed, and hopefully end deliberations with a genuine examination of human need and legitimate mechanisms for addressing those needs. Conversely, school boards have to deal with city politics and just an array of concerns that extend far beyond the profile and character of the need issue of the known clientele.

Mr. ERDAHL. Thank you very much for that explanation.

I guess the next question came from Mr. Smart, but it would apply to anyone on the panel as well. Mr. Passarelli stressed the need that we have heard from several witnesses for coordination. I think that this may be the key word in this whole process if we are going to make it work.

We are concerned with the dropout problem. We are properly concerned, I think, with learning employability skills, and job readiness, which perhaps should be a part of our regular educational process.

One of the cautions that I have is that as we give opportunities for people outside of the regular classroom structure, I think we ought to be careful that we don't give additional incentives for people to drop out of school. Because, I think, even with all of the shortcomings that we find in our school systems, it is still the best structure to prepare people for life and for society.

If someone would like to comment on that, that we do not give another incentive for people not to complete school, please do so.

Ms. KLORES. I agree with you, Mr. Erdahl. We would be working, and we are working now with the youth to help them want to go back to the school system, or to an alternative school system that would suit their individual needs.

In most cases, when the very specific needs are addressed, and the support system is set up, especially the way we work with volunteers, in many cases a one-to-one relationship is established and the volunteer works with the teacher, and works with the counselor. The youth very often does return to the school system. We would definitely want to focus on that very special consideration.

Mr. **Erdahl**. Thank you very much.

Again, thank you to the members of the panel.

Thank you, Mr. Chairman. I yield back the balance of my time.

Mr. **Hawkins**. Mr. Kildee, out of deference to time, has yielded his time. So that will conclude this panel.

The Chair would like to commend the participants in the panel for their very excellent presentations. We feel that the morning has been profitably and well spent. Thank you very much.

Mr. **Poulard**. Thank you, Mr. Chairman and commmittee members.

Mr. **Hawkins**. The next witness is a dropout of the Education and Labor Committee, who is returning to school, but certainly one who needs no introduction.

Shirley, we can only say that we miss you terribly on the Education and Labor Committee, but we are always glad to see you when we go before the Rules Committee.

STATEMENT OF HON. SHIRLEY CHISHOLM, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Ms. **Chisholm**. Thank you very much, Mr. Chairman.

I am very glad to have this opportunity today, because I think we are dealing with a very, very crucial issue, in that we are beginning to find out that the answer and the cure to many of the educational problems that confront us in many of the large urban area does not necessarily lie in constantly putting in billions of dollars into programs, when we have had glaring examples of the fact that these billions of dollars have not caused an increase in terms of the preparation of young people to cope in a highly automated and technological society. And there is nothing wrong with beginning to look at creative and innovative approaches and mechanisms in order to prevent all of these suspensions, dropouts, and what-have-you.

We must not move in the direction of once again putting a lot of money into something. This is what I want to speak about because I am very convinced now at this juncture in my life that we have to start looking at alternative educational components.

Today, I wish to discuss an alternative proposal to the administration's youth employment initiative. A bill I will be introducing and making available to you within a few days, the "Alternative and Worksite Education Act of 1980," would in my opinion be a more innovative and effective way for us to inject new Federal dollars into local education, and will hopefully be considered as an amendment or substitute to the administration's education component by this committee.

While I will not speak specifically about the employment title of the President's bill, I do feel that additional funds for CETA youth training and jobs are necessary. The committee may also wish to consider other proposals such as voluntary national youth service or expansion of private sector incentives to hire disadvantaged young people.

I am pleased that the administration has recognized youth unemployment as a national problem. This issue has been a major concern for me ever since I came to Congress 11 years ago. Youth unemployment, particularly for disadvantaged minority youth, is the result of a number of complex factors.

An adequate education and basic skills for the Nation's youth really determine whether young people can effectively compete in the job market. The administration has made this issue a central focus of their youth employment initiative.

While I agree that skills acquisition is the first step in conquering youth unemployment, I do not believe that title II, the youth education and training section of the bill, as proposed is an effective way of approaching this problem.

The administration proposal targets the 3,000 neediest school districts in urban and rural areas, at the secondary level grades 7 through 12. If this population is the target group, then why not expand the title I program to the junior and senior high schools in these low-income and poverty area school districts?

The title I program is a good one, and in many respects has been a success. Already, though, because of underfunding, title I is able to serve little more than 60 percent of the children who are currently eligible. If one assumes that title II of the administration's proposal is supposed to reach children in the higher grades that were not served or were underserved by title I at the elementary level, then the funds proposed under the youth initiative could easily be placed into an expanded title I program at the secondary level.

I admit, however, that in reviewing the proposal it is not clear whether title I children are the same children that would be served by this new delivery system.

The issue of a new and unnecessary delivery system, in my view, is not the reason for my opposition to this legislation. I believe that a more fundamental question has to be asked: If title I is to assist poor children in obtaining basic skills at the elementary level, and if these children still have not acquired these skills by the seventh grade, is more money for low-income area school systems the answer for these children?

Ronald Edmonds, a noted New York educator, defines education as the "early acquisition of those basic school skills that assure pupils successful access to the next level of schooling." I suppose that one could dispute which grade levels would be classified as early education.

Edmonds goes on to indicate why some schools are successful in teaching poor children. He cited a study entitled "Inner-City Children Can Be Taught to Read," which found that the following factors were present in four instructionally effective inner-city schools: (1) Strong administrative leadership; (2) High expectations for all students; and (3) A strong emphasis on pupil acquisition of reading skills.

These factors are under the schools' control and do not require large infusions of money. The major question here is whether our schools have a commitment to teaching poor children. As Edmonds indicates:

> Children know how to learn in more ways than we know how to teach. The great problem in schooling is that we know how to teach in ways that can keep some children from learning almost anything, and we often choose to thus proceed when dealing with the children of the poor.

I am convinced that if a child cannot read or does not possess other basic skills by the seventh grade, a lack of money in the school system is not the sole reason the child has been unable to learn. While other factors such as parent involvement and interest in a child's education, the child's own character, personality, and intelligence are also important, a school should not be relieved of its instructional obligation to poor children. After all, schools that successfully teach basic skills to all children do exist.

At the secondary level, student dropouts, truants, suspensions, and expulsions in schools are major impediments to the education process. No progress has been made in reducing the overall dropout rate since the mid-1960's, according to a recent Carnegie Council report, "Giving Youth A Better Chance."

Moreover, these rates continue to be considerably higher for blacks and Hispanics than for whites, and these minority groups are a rising proportion of the youthful population. Further, dropout rates are much higher in inner-city areas than nationwide figures indicate.

The Children's Defense Fund indicated in their study, "Children Out of School in America," that truancy and dropping out were not entirely voluntary—that many children were pushed out or excluded from schools. At least one study of male dropouts indicates that dropping out may be more appropriately viewed as a symptom of other problems. These problems "involve a serious mismatch between some individuals and the typical high school environment."

The rate of unemployment among these high school dropouts is two to three times that of high school graduates. Consequently, young people who do not succeed in our Nation's schools or to put it more succinctly—those children who are failed by our Nation's schools often have almost unsurmountable problems in obtaining employment in the labor market.

The issue then, my peers, is whether additional funding, as proposed by title II of the youth initiative, will help alleviate the "mismatch" between some students and their high school environment. Since these youngsters have greater employment problems than their counterparts who are high school graduates, they are the group that should be a major concern of this legislation. This title, however, does not indicate that this group has been slated for special attention.

Also, I do not think that we can truly expect youngsters who have a history of academic failure and other problems with schools to return to this same educational environment. Teaching a 16- or 17-year-old to read above the third grade level at an inner-city high school may be an impossible task.

Therefore, I believe it is totally unrealistic to expect that schools, which have been unable to meet the needs of these young people, will be able to do just so because we authorize $900 million for secondary schools across this Nation.

In addition, the youth education and training title has the potential to become a "teacher employment initiative." Funds channeled through the schools would most certainly be used to minimize teacher layoffs—we have seen that in other kinds of legislation—not to develop innovative programs to help youth who have evidenced learning problems in school or to develop programs that will be able to attract out-of-school youth back into the public school system.

Another part of the youth education and training title which troubles me is the 25 percent allocation of funds to vocational education programs. First, there really does not seem to be a justification for these funds being allocated to the vocational education system. Second, the limitation of these funds to expenditures of no more than 30 percent to CETA eligible youth is also troublesome.

In the past, my peers, States and localities have used special program funds for the disadvantaged not as a supplement to basic grants for vocational education programs serving the disadvantaged, but as supplanting moneys for basic grants in these programs.

Basic grants are not being equitably spent now on all sectors of the vocational education community. The 30-percent restriction on targeting these funds to the neediest youth, that is CETA eligibles, would only further exacerbate the present inequities in vocational education.

American education best meets the educational needs of the minority of students who will someday become college graduates. That is American education now. Equal emphasis has not been given to meeting the educational needs of the majority of students who will never be college graduates.

The American educational curriculum as currently structured does not adequately meet the needs of minority, nor of economically disadvantaged persons in our society, black or white.

Educators and noneducators alike continue to be critical of present day education programs, and use all the rhetoric they can find in the book, which fail to meet the social, emotional, academic, and occupational needs of all students. This failure to provide adequate support in these areas leads to high rates of suspensions, truancy, dropouts, disruptive classroom behaviors, violence, vandalism, alienation, and general student disinterest across the board in the learning process.

To meet the needs of these students with the above problems, youth must have the opportunity to receive alternative educational experiences geared toward developing constructive interests relevant to their environment while meeting the need for cognitive and affective learning which contribute to positive growth and development.

Carol Gibson, the education director for the National Urban League, in discussing the success of the League's Street Academies, indicated the importance alternative education can have for many children:

> Throughout the Urban League movement our experiences with alternative education substantially demonstrate that culturally biased practices can be discontinued, valid standards of achievement can be utilized, and our constituents can attain skills which enable them successfully to compete within all of their peer groups.

I firmly believe these models or storefronts, as some people might label them, can increase educational success for students whose secondary school careers have been marked by academic failures and/or conflict. It is for these reasons that I have developed an alternative bill to the youth employment initiative.

Title I of the Youth Education and Jobs Act of 1980, Alternative and Work-Site Education, offers the potential for that 16- or 17-year old, that I discussed earlier, to obtain employment training and basic skills in an alternative learning environment which would be more suited to his individual need than the same old education system which did not teach him to read in the first or second grade.

The purpose of this title is to assist private nonprofit organizations in providing alternative and worksite education programs for students residing in local areas containing high concentrations of low-income families and unemployed workers. The goal here, my peers, is to stimulate educational programs which will provide an orientation to, and preparation for the world of work while enhancing both practical skill development and commitment to school experiences. This program is targeted on those students who have the greatest need for basic skills development in a workplace setting, those youngsters who have not achieved academic success in a traditional learning environment.

As an innovative program and hopefully an improvement for secondary education, I believe that it should be housed as an office for alternative and work-site education under the Assistant Secretary for Research and Development in the Department of Education.

Evaluations of vocationally oriented programs indicate that student attachment to school is enhanced by this kind of approach. Students appear to like the practical orientation and applied learning experiences. Where occupational exploration and work experience are explicitly integrated with the development of cognitive competencies, such as reading and math skills. These approaches do not appear to interfere with the development of these skills.

For example—I have seen this one—the alternative learning center in Morgantown, W. Va., serves a population of severely school-alienated youth. The school offers an individualized, self-paced curriculum that emphasizes student strengths, a counseling component, and a career education program. Students receive an employment orientation and a seven-session job preparation course of self-paced activities and small group discussions.

Completion of this program is a prerequisite to eligibility for employment placement. Do you know what has happened? According to the evaluation of this school, which had a lot of young people who would have been traditionally [illegible]ed on the educational trash heap because the traditional classroom could not cope with them, 73 percent of those students who completed the program held jobs throughout the school year.

Now the major thrust of my proposal is to encourage the private business sector to participate in the education and training of youth who have a high risk of unemployment. The title requires organizations to establish a direct relationship with local employers for worksite placements. In this manner, youths' skills are developed for local needs and priorities for employment.

With the involvement of local employers, students can be placed into real-life work situations in their communities. Their employment could also offer additional benefits to their communities if they are employed in weatherization, rehabilitation work, and other similar work experiences. The needs of individual localities would determine the scope of their training and placement opportunities.

I also recognize the need for accountability, accountability in alternative education programs. Alternative education should be held to the same standards as traditional education: Does the education program enable students to acquire those basic skills that assure successful access to the next level of schooling?

To insure that funds under this program are, in fact, used to create successful educational experiences for young people, my bill establishes an independent evaluator to be selected by the Department of Education under separate solicitation. All applicants would be required to include an agreement in their applications to fully cooperate with their evaluator.

In addition, I believe that parent involvement and goal definition are critically important to the success of projects funded under this title. As many of you know, I have always believed that parent involvement is the key to a child's academic success. Parent involvement in school decisionmaking will probably increase student commitment to these schools. Parent involvement also has the potential to decrease the likelihood of school-related behavior problems.

Each alternative education program will have to establish definite goals. One alternative learning environment is often not suited to meet the needs of underachievers, teenagers, and students who have basic skills but who are unstimulated by traditional classroom for a multitude of reasons. Therefore, admissions criteria for these programs must be clearly defined.

I realize that the above statements support the notion that storefronts can pick and choose their clientele, while public schools must serve the needs of all students, and all of the traditional stuff you hear when you talk about innovation or creativity. But I think that it is important to remember that we are talking about children that have not succeeded under a traditional system, and have not been succeeding for years now in America, in spite of the billions of dollars that we have been putting into our educational system.

Since the system has been unwilling to change to meet their particular needs, throwing money is not the answer or the panacea. The alternative education program must be designed to meet these needs otherwise there is no reason to establish an alternative education program.

I feel this so deeply, Mr. Chairman, because in my community in New York, and other communities that have been visiting across this country, children are falling by the wayside. These are the future generations of America, and nobody is willing to take a new look or a new approach because tradition is much safer to follow, even when said tradition is not coping with the problem.

In conclusion let me say that I know some people will accuse me of abandoning the public school system with this bill. But as an educator by profession, and a politician by choice, I believe it is my duty to break with tradition when that tradition does not serve the present or retards the future.

The youth who are targeted in this bill have been thrown on the educational trash heap by our public schools. Even where alternative programs are established within public school systems, they are often given a low priority and are the first programs to be cut during a budget crisis.

For example, in Brooklyn, on January 28, with no warning the board of education notified the principal of P. M. High School that the school would be closed on January 31. The 230 students who had been dropouts or long-term truants were suddenly without any educational opportunity in the middle of the school year. It is clear that these young people were not important to the public school system.

These students and others like them have the right to a sense of hope, a sense of belonging, and most of all a successful educational experience. We must demonstrate to all students that there is a very real reason for being in school and that real reason is to be educated, to be led out of the low incomes, high unemployment, poor health care, inadequate housing—to be led out of a life of poverty and despair.

Many public school administrators and teachers associations will be hostile to this proposal. I can understand the reasons for their hostility, because of the usual concerns about turf and power, and who gets the pie. I can understand that. But, as the Representative from a district with close to 50 percent youth unemployment and a city school system with a 45 percent dropout rate, I must be concerned about the future of the children that make up these tragic statistics.

I would hope that this bill would spark innovative educational alternatives which might eventually be adopted on an equitable basis within the public school system. As William Piece has said: "Whatever will stimulate in students an appreciation of the learning process and a new confidence in their own ability is certainly worth a try." I believe that alternative and worksite education definitely deserves a try.

Thank you.

[The text of H.R. 6897, which was subsequently introduced, follows:]

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96TH CONGRESS
2D SESSION

H. R. 6897

To amend the Elementary and Secondary Education Act of 1965 to establish a program of alternative and worksite education.

IN THE HOUSE OF REPRESENTATIVES

MARCH 24, 1980

Mrs. CHISHOLM (for herself, Mr. HAWKINS, Mr. ADDABBO, Mr. CLAY, Mr. CONYERS, Mr. DIGGS, Mr. DIXON, Mr. FAUNTROY, Mr. LELAND, Mr. MITCHELL of Maryland, Mr. MURPHY of Illinois, and Mr. STOKES) introduced the following bill; which was referred to the Committee on Education and Labor

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A BILL

To amend the Elementary and Secondary Education Act of 1965 to establish a program of alternative and worksite education.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Alternative and Worksite Education Act of 1980".

SEC. 2. Title IX of the Elementary and Secondary Education Act of 1965 is amended by adding at the end thereof the following new part:

"PART F—ALTERNATIVE AND WORKSITE EDUCATION

"PURPOSE

"SEC. 961. It is the purpose of this part—

"(1) to establish within the Department of Education an Office of Alternative and Worksite Education, under the Assistant Secretary for Educational Research and Improvement;

"(2) to assist private nonprofit organizations in providing alternative and worksite education programs for students residing in local areas containing high concentrations of low-income families in order to reduce the rate of dropouts, pushouts, absenteeism, suspensions, and expulsions, and to increase academic achievement and placement in full-time employment and postsecondary training or education;

"(3) to encourage direct relationships between such nonprofit organizations and local employers and employment agencies to implement job sampling, job training, and bridge jobs for students referred to in paragraph (2);

"(4) to establish a National Clearinghouse on Alternative and Worksite Education to collect and distribute to interested individuals and entities information on the activities of the Office and on successful alternative education programs; and

"(5) to reduce race and sex discrimination and stereotyping in education and employment.

"OFFICE OF ALTERNATIVE AND WORKSITE EDUCATION

"SEC. 962. There shall be in the Department of Education, under the general supervision and direction of the Assistant Secretary for Educational Research and Improvement, an Office of Alternative and Worksite Improvement which shall be responsible for carrying out the purposes and programs of this part.

"ALTERNATIVE AND WORKSITE EDUCATION PROGRAMS

"SEC. 963. (a) The Secretary shall, from the funds appropriated under section 968 for any fiscal year, make grants to qualified nonprofit organizations located in and serving an eligible area for the purpose of conducting programs which meet the requirements of subsection (b). Payment of any such grant shall be made over a period of not less than one nor more than three years.

"(b) Any qualified nonprofit organization desiring to receive a grant under this section shall submit to the Secretary an application at such time, and in such form, as the Secretary shall prescribe by rule. Such application shall provide adequate assurances that each program funded under this section will—

"(1) serve students in grades seven through twelve;

"(2) submit and implement specific plans to achieve the purposes described in paragraphs (2), (3), and (5) of section 961;

"(3) provide for students served by the program a minimum of eight hours and a maximum of twenty hours of worksite training or employment per week;

"(4) establish advisory councils composed of parents, employers, and other interested residents of the local community and directly involve such councils in all aspects of the program;

"(5) provide intensive academic and occupational counseling to each student served by the program, and assign overall responsibility for each enrolled student to one of the instructors employed by the program;

"(6) operate classroom and worksite education programs twelve months per year;

"(7) be staffed with not less than one adult paid employee or volunteer for each fifteen students served;

"(8) take into account information obtained under section 964 of this title;

"(9) pay not less than the minimum wage under section 6(a)(1) of the Fair Labor Standards Act of 1938 to students for time spent at worksites, with the three-fourths of the costs of such wages being provided from funds provided under this part;

"(10) enroll students on a voluntary basis, and not accept compulsory student referrals from public schools or criminal justice agencies;

"(11) provide to the Secretary at the end of each fiscal year of program operation detailed data on (A) student progress and achievement, and (B) teacher achievements with individual students;

"(12) not expend funds provided under this Act for building construction or residential services;

"(13) fully cooperate with an independent evaluator selected by the Secretary on the basis of competitive bids from private contractors;

"(14) inform the local educational agency of the area served of the alternative education programs being provided; and

"(15) develop and implement new and innovative approaches to expand outreach in order to effectively meet the needs of the target groups of students.

"NATIONAL AND LOCAL OCCUPATIONAL SURVEY

"SEC. 964. The Secretary, in cooperation with the Secretary of Labor, shall obtain and distribute to interested individuals and organizations information concerning the probable employee needs of employers, by general occupational category, for each standard metropolitan statistical area and State and for the United States.

"NATIONAL CLEARINGHOUSE ON ALTERNATIVE AND WORKSITE EDUCATION

"SEC. 965. The Secretary shall establish and operate a National Clearinghouse on Alternative and Worksite Education which shall collect, analyze, and distribute (on request) information relating to programs funded under this part and other programs of alternative and worksite education.

"CIVIL RIGHTS COMPLIANCE

"SEC. 966. No person in the United States shall on the ground of race, creed, color, national origin, sex, or political affiliation or beliefs, or on the ground of any other factor specified in any Federal law prohibiting discrimination, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under, any person or activity funded in whole or in part with funds made available under this Act.

"DEFINITIONS

"SEC. 967. For the purposes of this part—

"(1) the term 'alternative education' means an education program that embraces subject matter or teaching methodology (or both) that is not generally offered to students of the same age or grade level in traditional school settings, and which offers a range of educational options, and includes the use of program methods and materials that facilitate student access and are relevant to the students' educational needs and interests (as indicated by the student) and facilitates positive growth and development in academic, occupational, and social skills;

"(2) the term 'worksite education' means the progressive development of skills associated with a defined set of work processes to be covered sequentially in the course of employment in an occupation, trade, or industry and which is upgrading in nature, integrated with and supplemented by classroom instruction as deemed necessary and appropriate, and consistent with a career pattern of advancement (as measured by skill proficiency and the progression of earnings and related benefits that is recognized within the occupation, trade, or industry);

"(3) the term 'eligible area' means a school district or county which was, during the most recent school year, eligible for assistance under subpart 1 of part A of title I of this Act in accordance with section 111(b) of this Act;

"(4) the term 'qualified nonprofit organization' means a private educational institution which is located in an eligible area and which—

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"(A) demonstrates knowledge of and experience in the field of innovative and experimental education;

"(B) has the capability and experience to develop and manage fiscal systems necessary for administration of Federal funds, organizational stability to permit program continuity, and ability to comply with Federal grant requirements;

"(C) has available experienced and professional staff who demonstrate a commitment to effective alternative educational opportunities;

"(D) is an educational institution described in section 501(c)(3) of the Internal Revenue Code of 1954 and is exempt from Federal income tax in accordance with section 501(a) of such Code; and

"(E) has State accreditation for granting high school diplomas, or has the capability to successfully prepare enrolled students for achieving a high school equivalency degree;

"(5) the term 'pushout' means a student who leaves school because of frustration from not achieving success or because of pressure exerted by the school through various disciplinary actions;

"(6) the term 'dropout' means a student who quits school, usually beyond the age of compulsory school attendance; and

"(7) the term 'bridge job' means a job leading to career employment following successful completion of related academic and vocational training.

"AUTHORIZATION OF APPROPRIATIONS

"SEC. 968. There are authorized to be appropriated to carry out this part for fiscal year 1981 and for the two succeeding fiscal years $900,000,000, which shall remain available until expended.

Chairman **Perkins**. Let me congratulate you, Ms. Chisholm. I did not hear all of your statement. I was here early hoping to put you on first this morning. We convened early at 9 a.m., because we have a markup of our budget. We have got to get that budget resolution out of here today.

We are not going to cut you short by any means. If the members want to question you, what we may have to ask you to do is to come back sometime this afternoon.

Ms. **Chisholm**. Mr. Chairman, I understand the committee has to move ahead with its markup, because I know that there are certain things that you have to give priority concern to. I will be happy to come back, and answer questions. I have never been more seriously concerned about anything I have done since I have been in the U.S. House of Representatives than I am about this particular matter.

Chairman **Perkins**. I can well understand that.

Mr. Hawkins, do you have any questions?

Mr. **Hawkins**. I concur in the suggestion by our distinguished colleague that additional time be allocated on some other day, or in the afternoon, because I really have a series of questions. I think that the proposal goes to the heart of the problem, and I think that this is such a refreshingly new approach that it is almost shocking, and I think it deserves extended attention.

At this point, let me simply indicate that I agree 100 percent with what has been said. I think it needs to be said. I think that it needs to be studied, and given full consideration.

Ms. Chisholm, there is only one part of your statement that I tend to disagree with, and that is on page 8 of the statement, where you say, "I also recognize the need for accountability in alternative education programs. Alternative education should be held to the same standards as traditional education."

I fail to see that what you are suggesting is what we hold traditional education to. I think you are suggesting a much higher standard. What you are implying, it seems to me, is that we don't hold traditional education to a standard. I think therein lies a tremendous deficiency. I suppose you don't mean what you say because subsequently you begin to talk about establishing definite goals and real accountability standards.

Ms. **Chisholm**. Let me say, you picked up something that I knew you would pick up.

What I mean by that, when I say "Hold to the traditional standards of accountability in education," I should have used different language.

I did not want people to get the impression that my proposal was going to be moving in the direction of some kind of way out program, no kinds of standards, or no kinds of supervision. Even though the accountability within the traditional educational system leaves a great deal to be desired, there are certain parts in that system that work, and others do not.

However, the very fact that I have said that we would want an independent evaluator for these programs is I think a much more stringent approach than, for example, the public school system would have to meet under the Administration's bill.

Mr. **Hawkins**. You refer to an independent evaluator to be named, as I understand, by the Department of Education. What department of education are you referring to that must name the independent evaluator?

Ms. CHISHOLM. I am talking about the Department of Education that is about to be formed.

Mr. HAWKINS. Within the Office of Education?

Ms. CHISHOLM. No, the Department of Education that is about to be formed.

Mr. HAWKINS. At the national level?

Ms. CHISHOLM. Yes.

Mr. HAWKINS. That is shockingly different itself. Can you see the local education system submitting to an independent evaluator to evaluate their programs as you have suggested that these programs be evaluated. There again, it seems to me, you are applying an even greater standard to the schools that you are suggesting, which I would agree with, but why shouldn't we bring up those with which they are being compared.

Why shouldn't we insist on this in the schools to which we are proposing to be giving this money?

Ms. CHISHOLM. Mr. Hawkins, I came forth with this bill, and put this bill together after thinking about this problem for more than 5 years. I brought it out for suggestions, discussion, deletions, because I knew that it might be shocking to a lot of people. To my knowledge, this would be the first time that we are moving in the direction of trying to look at the educational system complete in a completely different vein in terms of what has happened over the years.

I recognize that there are many things in the bill that would have to be discussed further, but I wanted to bring it forth for discussion. I wanted people to get an idea in terms of the sense of where I was going, and what I was thinking, and more than anything else, being cognizant of negativism and the hostility that is going to be engendered by a certain group of people in this country the moment they learn about this bill.

I want to make it quite clear that I am not coming forth with any piece of legislation that is going to demand a lack of excellence, or a lack of better standards, because I know exactly what some of the arguments are going to be.

Mr. HAWKINS. I am not criticizing your bill. I am simply suggesting that your bill, I think, is touching on the heart of the problem, and insisting on standards that we don't ordinarily insist on. I commend you for it. Just to allay any fears that I am in any way critical, I would simply say that if you ask me, I will even be willing to cosponsor your proposal. All you have to do is whistle. [Laughter.]

Chairman PERKINS. Mr. Buchanan?

Mr. BUCHANAN. Thank you, Mr. Chairman. I have just one question for our colleague.

Why don't you run for President again?

Ms. CHISHOLM. If Mr. Buchanan would support me, and be my campaign manager, I will give it serious consideration. [Laughter.]

Mr. BUCHANAN. If you will consider running, I will give that serious consideration.

I must say, Mr. Chairman, that when the gentlelady left this committee, I felt particularly bereft because I had relied upon her good judgment and upon her leadership during my time on this committee. It has been a real delight to see her continuing to contribute to the work of this committee.

I, like the gentleman from California, need to take a hard look at the specifics of your proposal. As I am sure you know, the members of this committee will do that. I want to thank you for once again coming through with some very provocative words, and with another initiative that certainly merits our strong consideration.

Thank you, Mr. Chairman.

Chairman PERKINS. Mr. Kildee.

Mr. KILDEE. Thank you, Mr. Chairman. I will chat with Ms. Chisholm on the floor.

Chairman PERKINS. Mr. Petri, any questions?

Mr. PETRI. No, thank you, Mr. Chairman.

Chairman PERKINS. Mr. Erdahl, do you have any questions?

Mr. ERDAHL. Not at this time, Mr. Chairman.

I want to thank Ms. Chisholm for giving this testimony in her usual eloquent and forceful way. Certainly, as we have heard from many witnesses in this series of hearings, there is no question that we have a problem. Perhaps you have come up with the best way to deal with it.

Thank you for your testimony.

Chairman PERKINS. Mr. Miller, go ahead.

Mr. MILLER. Thank you, Mr. Chairman.

I don't want to pose any questions, because we have to get on with our markup. I want to thank Ms. Chisholm for her testimony. I think that by raising the issues that she raises, this committee will now have to determine whether we are very serious about solving the communitywide problem, or whether we are simply engaged in election year appearances.

I would hope that we would take her proposal, and give it very, very careful scrutiny as a part of the solution to this devastating problem. It certainly merits all of our consideration as we head down this road.

Thank you.

Chairman PERKINS. Thank you very much, Ms. Chisholm. We appreciate your coming. You ran true to form. You always make a good witness.

The subcommittee is adjourned, and the hearings are closed.

[Whereupon, at 11:05 a.m., the subcommittee adjourned, to reconvene at the call of the Chair.]

[Information submitted for the record follows:]

NATIONAL COLLABORATION FOR YOUTH
An affinity group of the National Assembly of National Voluntary Health and Social Welfare Organizations, Inc.

1725 K Street, N.W., Suite 408
Washington, D.C. 20006
(202) 659-0516/7

March 14, 1980

The Honorable William Goodling
Subcommittee on Elementary, Secondary
and Vocational Education
House Committee on Education and Labor
Room B346 C Rayburn House Office Building
Washington, DC 20515

Dear Congressman Goodling:

The National Collaboration for Youth is indeed pleased to have this opportunity to respond to your request for further elaboration on a recommendation presented in our testimony before a hearing of the House Subcommittee on Elementary, Secondary and Vocational Education on March 6, 1980.

In that testimony, the Collaboration recommended that a portion of the funds to be allocated to local education agencies under new youth employment legislation be set aside for the purchase of non-school-based supportive services. The purpose of the set-aside would be to assure that young people receive the supportive services they need which cannot be provided by the schools or which can be provided more effectively by sources outside the education system. Specifically, the Collaboration recommends that 22 percent of the basic grants to local education agencies aimed at meeting basic and employment needs of secondary school youth be earmarked for services and assistance to be provided by community-based youth-serving organizations.

If employment and training programs are to have a lasting impact and if they are to ensure the development of long-term employability skills for youth, it is essential that these programs provide a broad range of supportive services to supplement and compliment specific skill training programs. As the Collaboration stated in our testimony before the subcommittee, too narrow a focus on basic skills, training and placement will lead only to short-term success and may cause failure in the long run. A full range of services must be readily available to youth in need, and the best way to guarantee their availability is through a set-aside of funds as recommended by the National Collaboration for Youth.

We believe that there is direct legislative precedent as well as positive program experience to justify such a set-aside of funds. In the area of juvenile justice, the experience of our local program operators is that the 30 percent set-aside of funds for services and programs to be provided by "private non-profit agencies, organizations, or institutions who have had experience in dealing with youth" has indeed made a difference in the quality and effectiveness of prevention and treatment programs under the Juvenile Justice and Delinquency Prevention Act of 1974, as amended in 1977, (P.L. 93-415, Title II, Part B Subpart II, Section 224).

In response to your request, the Collaboration would like to recommend that the proposed "Youth Act of 1980" (H.R. 6711) be amended to include the following provisions:

* That local education agencies receiving grants under Title II, Part A, "Programs Operated by Local Educational Agencies, Basic Grants," be required to set aside 22 percent of their grants for the purchase of non-school-based supportive services for youth.

* That these services shall be provided by private, nonprofit community-based youth-serving organizations which have demonstrated their effectiveness in providing a broad range of supportive services to youth.

* That services to youth shall be highly individualized, shall be responsive to the specific needs of youth, and shall focus on the development of skills which will lead to long-term employability.

* That these services shall include, but not be limited to, the following:

  -- career exploration and exposure to the world of work;

  -- the development of work maturity, punctuality, dependability, and the ability to follow instructions;

  -- assistance in developing job search skills, such as interviewing, resume writing, and completing application forms;

  -- personal counseling and problem solving;

  -- individual tutoring in basic education skills such as reading, writing and computation;

  -- assistance in obtaining needed medical services and in maintaining proper health care;

-- child care available as a service for teenage parents in employment programs.

The member organizations of the National Collaboration for Youth urge the committee to give careful consideration to these recommendations and we further urge that the concept of a set-aside for non-school-based supportive services be included in new youth employment legislation. Members of the Collaboration would be pleased to discuss these recommendations with you or other members of the committee. The Collaboration appreciates this opportunity to present our views on the formulation of legislation that will be critical to the well-being of our nation's youth.

Sincerely,

Walter Smart
Walter Smart
Chairman

WS:ns
cc: The Honorable Carl Perkins, Chairman
Subcommittee on Elementary, Secondary and Vocational Education

Mr. Chris Mould, Chairman
Washington Support Group
National Collaboration for Youth

Mr. Richard DiEugenio

HEARINGS ON THE PRESIDENT'S YOUTH EDUCATION AND EMPLOYMENT INITIATIVE

THURSDAY, MARCH 13, 1980

House of Representatives,
Subcommittee on Elementary, Secondary,
and Vocational Education,
Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:05 a.m., pursuant to recess, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins, chairman of the subcommittee, presiding.

Members present: Representatives Perkins and Miller.

Staff present: John F. Jennings, counsel; Nancy Kober, staff assistant; and William C. Clohan, education counsel.

Chairman **Perkins**. The subcommittee will be in order.

All right, Mr. Rogers, go ahead and identify yourself for the record. We are delighted to welcome you here this morning.

STATEMENT OF HARGUS ROGERS, CAREER EDUCATION COORDINATOR, KENTUCKY VALLEY EDUCATIONAL COOPERATIVE, HAZARD, KY.

Mr. **Rogers**. My name is Hargus Rogers. I am a career education coordinator for the Kentucky Valley Educational Cooperative in Hazard, Ky.

On behalf of our director, Mr. Elwood Cornett, and the people in our region, I would like to express my gratitude for being granted permission to give testimony to this distinguished committee. I am particularly honored in that our own Congressman, the Honorable Carl D. Perkins, is chairman of this committee.

The Kentucky Valley Educational Cooperative is a consortium comprised of eight counties and three independent school systems. The county systems include: Breathitt, Knott, Lee, Leslie, Letcher, Owsley, Perry, and Wolfe. The three independent systems are: Hazard, Jenkins, and Jackson.

The Kentucky Valley Educational Cooperative, located in the southeastern part of Kentucky, being situated at the foothills of the Appalachian Mountains, is predominantly rural and mountainous.

In a time when the public is demanding a return to basics, and a greater proficiency of skills necessary for their children to compete in our working world, educators are striving for methods and techniques conducive to these wants and needs.

There is a desperate need for a program that will bring about a deeper meaning and purpose in education, both for those who teach and for those who learn. There is a cry from all segments of society for a program that will be inducive of all students—the disadvantaged, the handicapped, the gifted, the college bound, and the vocational.

Today's schools are obligated and must ascertain the students who graduate are equipped with the basic skills—reading, writing, and arithmetic. Just as importantly, students must be competent in those employability skills that employers are demanding.

Young people today, more than ever before, must exhibit a positive attitude, a willingness to cooperate with others, and a sense of responsibility. Each of these items is easy for me to list on paper, but in reality how can they be attained without diluting what some educators call the academics.

We, in the Kentucky Valley Educational Cooperative area, strongly feel that a comprehensive career education program fully implemented at the kindergarten through 12th grade will satisfy these needs.

First, the highest form of human happiness is a feeling of self-worth, with work being an essential ingredient to this feeling, and that success in working life requires not only the skills of a job, but also the attitudes, the values, and the general abilities needed to work productively.

Secondly, not all persons are able to develop and maintain this necessary inner assurance of self-worth that Dr. Norman Vincent Peale so successfully expounds. Thirdly, most students will pursue only the learning in which they can see a direct or indirect relationship to their own deeply held values and objectives. Such a problem is not only self-evidence in the hills of Appalachia where generations of welfare recipients exist, but also in inner cities where the unemployment rate is soaring.

Finally, if teachers and students are to find satisfaction and worth in their relationships, techniques must be utilized to motivate students to learn these basic and employability skills. In the Kentucky Valley Educational Cooperative area, career education has become a vital part of the teaching/learning process, not only to motivate, but enhance the basics and employability skills. By infusing career education concepts into the academic classroom, the needs of the students for basic and employability skills will be met.

The Kentucky Valley Educational Cooperative Career Education staff conducted a study during 1978–79 to provide a reliable correlation of how the basics are strengthened by implementing career education units, career education concepts and/or skills into the existing curriculum.

The population consisted of students within the Kentucky Valley Educational Cooperative area. The sample groups included intact classes at the 3d, 5th, and 10th grade levels. The California Comprehensive Tests of Basic Skills was the instrument used to collect data.

Some of the guidelines included in this study were:

First, the experimental group consisted of three 3d grade classes from three different school systems; three 5th grade classes from three different school systems; and four 10th grade high school teachers from two different systems.

Second, teachers who participated taught one career education unit per semester emphasizing the teaching of the basics by infusing career education concepts.

Third, each participating teacher could use at least seven of the following career education principles or employability skills in the teaching of the unit:

Emphasize how the subject matter is used by persons on the job;

Reward students for what they have accomplished rather than pointing out what they still need to accomplish;

Bring variety to the classroom by looking beyond the classroom walls for resources;

Consciously and conscientiously provide rewards to students who exhibit and practice such basic good work habits as: (*a*) Coming to work, or school, on time; (*b*) completing assignments that are begun; and (*c*) cooperating with one's fellow students.

[EDITOR'S NOTE.—The items in the written statement which were omitted in oral testimony follow:]

Practice learning by doing;

Practice decisionmaking skills with the class;

Attempt to reduce sex and race bias in career thinking;

Help students develop a sense of constructive work values, such as, why should everyone work? Or, how does one cope with drudgery or demeaning tasks such as cleaning up the rest room;

Help students broaden their horizons in terms of career choices;

Help provide information for the job requirements for a large number of careers;

Help students to critically evaluate our free enterprise system; and

Consciously and overtly hold high expectations for the class.

Mr. ROGERS. For a more detailed clarification of this study, the "Analysis of Achievement Measures," done by Dr. Clayton Omvig of the University of Kentucky is listed below.

Presented in this section are the results obtained through the analysis of academic achievement data. The basics achievement data were collected from participating groups of 3d, 5th, and 10th grade students. The teachers of the career education group of students participated in the back to the basics program, utilizing career education as the medium. The noncareer education group, the control group, was selected from a similar school setting which did not participate in the career education and back to the basics project.

For all three grades, the groups were selected so as to minimize initial group differences which could accompany the group sampling procedure involving intact classes. Analysis of previous year test results revealed that the two groups were essentially the same prior to treatment.

Three summary scores from the California Comprehensive Tests of Basic Skills (CTBS) were utilized to test the null hypothesis of no difference between the two groups relative to post-test achievement data. The three summary scores were:

First, the reading total score derived from subtests for vocabulary and comprehension;

Second, the language total score derived from subtests for mechanics and spelling; and

Third, the arithmetic total score derived from subtests for computation, concepts, and application.

CTBS scores were reported as grade equivalent scores. Means were generated for all students, career education and noncareer education, and for males and females.

The analysis of variance technique was utilized to test the hypothesis concerning the effect of the career education program on the measures of student achievement.

A two by two sex by group analysis of variance was selected so that results could be analyzed regarding sex differences, group differences, and any interaction between sex and group. The 0.05 level of significance was established prior to data treatment.

The test for interaction between sex and group was nonsignificant, indicating that the group achievement data were independent from sex. In other words, the experience did not affect boys any differently than it did girls. Since interaction was not present for any of the measures, the main effect variables group and sex could be analyzed separately. Summaries of this analysis appear in tables 1 through 3.

Presented in table 1 are the results obtained from analysis of the third grade achievement data. No significant sex differences were identified. Boys and girls achieved at similar levels. However, two significant group differences were found. The career education group of students scored significantly higher than the noncareer education group on both the reading and the language sections of the CTBS. Significant differences were not present for the arithmetic section, however; the career education group achieved a somewhat higher grade equivalent score.

[Table 1 follows:]

TABLE 1.—ANALYSIS OF VARIANCE FOR CTBS SCORES OF THIRD GRADE STUDENTS

[By sex and by group]

Variable	Sex				Group			
	Males		Females		Career		Noncareer	
	X	X	F-Value	P	X	X	F-Value	P
Reading	3.58	3.80	0.81	0.37	3.97	3.17	7.26	[1]0.01
Language	3.58	3.97	1.75	0.19	4.01	3.25	8.55	[1].01
Mathematics	3.55	3.68	.64	0.43	3.81	3.42	3.11	.08

[1] P .05

Mr. ROGERS. Relative to table 2, the analysis shows that two significant group differences were observed, both in favor of the career education group of students. Differences were present for the reading measure and for arithmetic. One difference was also observed with girls scoring significantly higher than boys on the language section of the CTBS.

[Table 2 follows:]

TABLE 2.—ANALYSIS OF VARIANCE FOR CTBS SCORES OF FIFTH GRADE STUDENTS

[By sex and by group]

Variable	Sex				Group			
	Males		Females		Career		Noncareer	
	X	X	F-Value	P	X	X	F-Value	P
Reading	5.02	5.50	1.17	0.28	6.22	4.29	20.55	[1]0.01
Language	4.96	6.08	3.96	[1].05	5.82	5.47	3.21	[1]0.09
Mathematics	5.34	5.79	1.30	.26	5.98	5.15	5.27	[1].02

[1] P .05

Mr. ROGERS. The final analysis concerned tenth grade achievement data. These findings are presented in Table 3. One significant group difference and one sex difference. The group difference again favored the career education students, with this group scoring significantly higher on the language section of the CTBS. The sex difference was for the CTBS arithmetic measure. Tenth grade boys scored significantly higher than the girls on the math section of the test.

[Table 3 follows:]

TABLE 3.—ANALYSIS OF VARIANCE FOR CTBS SCORES OF TENTH GRADE STUDENTS

[By sex and by group]

Variable	Sex				Group			
	Males		Females		Career		Noncareer	
	X	X	F-Value	P	X	X	F-Value	P
Reading	9.74	9.28	1.45	0.23	9.85	9.17	2.56	0.11
Language	9.48	9.77	.19	.66	10.07	8.78	9.88	[1].01
Mathematics	9.79	8.58	7.35	[1].01	9.56	8.80	1.53	.22

[1] P .05

Mr. ROGERS. Overall, the analysis revealed results favorable to the career education group of students. This group of students consistently scored higher than did the non-career education group. Previous research conducted on the effects of the KVEC career education project also produced results which supported the positive effect which the program has had on basic academic achievement. However, those results were not as pronounced as those obtained for the present analysis in which five of nine comparisons were significantly higher for the career education groups. This greater difference might be explained due to the extensive 1 to 1 involvement of these students' teachers and the KVEC career education project staff.

There are those who contend that career education is "fun and games," that it weakens the teaching of the basics. Just as stoutly, career education advocates maintain that career education helps students learn abstruse concepts by relating these concepts to concrete applications, which motivates students by showing relationships between the academic world and the world of work, that it in general strengthens basic skill development.

It is my opinion that the above data is sufficient support that a comprehensive career education program will do nothing but improve the basic and employability skills for today's youth.

Thank you.

Chairman Perkins. Thank you, Mr. Rogers, for a very good statement. It has been very carefully prepared and it is very concise. More than anything else, we appreciate your coming up here and giving your testimony.

You have certainly presented us with some very persuasive data on the effectiveness of career education. I would like to know if you could tell us how career education might fit into the President's youth unemployment efforts.

Mr. Rogers. Yes, sir. I think those employability skills of human relations, the students being punctual, having positive attitudes toward work, all these concepts should be taught in schools, kindergarten through 12th grade.

Not undermining any other programs whatsoever, but there should be a total, composite instructional strategy by teachers and educators. That is, by motivating those students, by using these concepts, we can cause students to see the need to learn.

Chairman Perkins. Now what about the disadvantaged youth that perhaps would stay in school—this is somewhat a leading question—if they had a job on the side a certain number of hours a week? How would you relate your programs to this type of student?

Mr. Rogers. Sir, I would relate this directly to what I am trying to say. I think that this would be a big incentive. It would show these students not only the theoretical aspects that I have mentioned of the employability skills, but it would actually give them hands on experience which they so desperately need. I think it would be the incentive that the underprivileged children, especially in my area, would need.

Chairman Perkins. From your experience as an educator and supervisor of career education, do you feel that this youth employment initiative program will lead our needy youngsters in elementary and secondary schools to do useful work, and perhaps take some useful training in secondary schools?

Would it be useful in keeping those youngsters in school? Furthermore, do you agree that we should do something for the out-of-school youth in the way of employment?

Mr. Rogers. Yes, sir, I most certainly do. From my experience, I have seen that by involving those underprivileged students in some type of work related experience, it causes them to remain in school. Those outside of school, it gives them greater pride in themselves and in their community, but it keeps off the streets and doing things that society needs from our young people who are out of school.

Chairman Perkins. Let's take some dropouts that are disadvantaged, do you see where we may encourage that type of a youngster to get back into the school if he had employment?

Mr. Rogers. Yes, sir. I think once his self-concept is built up firmly, that or any type of employment, and then he sees the need for greater career awareness, and then it is likely that he would pursue or attempt to get back into school and obtain the skills that he might need for a promotion, or greater pay, or those types of things.

Chairman **Perkins**. Mr. Miller, do you want to ask any questions?

Mr. **Miller**. No thank you, Mr. Chairman.

Chairman **Perkins**. Let me thank you very much, Mr. Rogers, for your appearance here today. You have been very helpful to us.

Mr. **Rogers**. Thank you very much.

Chairman **Perkins**. We have another hearing here this morning at 9:30.

[Whereupon, at 9:20 a.m., the subcommittee recessed, to reconvene at 9:30 a.m., the same day.]

[Material submitted for the record follows:]

PREPARED STATEMENT SUBMITTED BY KAISER ALUMINUM & CHEMICAL CORP. IN CONJUNCTION WITH THE UNIVERSITY OF CALIFORNIA AT BERKELEY—SCHOOL OF EDUCATION AND THE OAKLAND UNIFIED SCHOOL DISTRICT

Kaiser Aluminum & Chemical Corporation believes that youth unemployment is one of America's most severe problems. There is an entire generation of young people who cannot make the transition from school to work because of a lack of work experience and inadequate basic skills. You already know the dimension of the problem:

-- a 40% unemployment rate among minority youth - as high as 75% in some communities of East Oakland, California.

-- an unemployment rate two to three times greater for high school dropouts.

-- a track record of poor youth who enter the labor market with lower wages who never catch up.

-- high school dropouts whose unemployment record is 3 times that of graduates.

-- 40% of hispanics who are failing to complete high school.

-- an unemployment picture that shows the unemployment is highly concentrated -- that is, 3/4 of the total unemployment among young people is accounted for by less than 10% of the population that suffers through long periods of joblessness.

Match these problems with the changing economic future: a service-oriented, white collar and technical economy. Over the past thirty years, the number of service jobs has increased 120% as compared to 30% for manufacturing.

In this kind of an ever changing job market, it is essential that our young people are self-reliant problem-solvers. We cannot afford the luxury of only knowing one thing.

No one can honestly tell anyone what they will face in employment except that it will probably be unexpected. How do you prepare for the unexpected? We must teach self-reliance; problem-solving, critical and creative thinking -- the How to think, not the What to think. We must instill in youth the courage to face the unknown.

There is no better way to teach self-reliance and adaptability than to give our young people a variety of real life/work experiences and provide them the opportunity to think and solve problems. During the 1980's, the private sector must re-enter the education, job and career development areas in partnership with the public sector.

We would like to make several recommendations regarding the youth unemployment problem.

First, public/private partnerships should be developed and sustained where possible in this area of education/employment. The private sector often cannot, alone, afford to mount and carry out these types of programs. The government, however, does not have access to those real life jobs, in real life situations that can provide that self-reliance, skill developing experience and education.

Second, we recommend a program that combines a problem solving curriculum with work experience. Resources should be provided to secondary education to sponsor such a program via a public/private partnership. One example is a very successful work/study program called Summer on the Move. This was a collaborative effort of the University of California, Berkeley, Oakland Public Schools and Kaiser Aluminum. The basic model was a six-week education/employment program for 120 Oakland High School students. The program had several key elements:

1. An emphasis on students taking responsibility for their own actions.
2. The problem-solving method which connected both school and work.
3. Writing, reading, listening, and speaking across an interdisciplinary curriculum.
4. The pairing of U.C. Berkeley professors and graduate students with Oakland High School teachers.
5. Involvement of the parent, employer in the school setting.
6. A heterogenous grouping of students, economically, ethnically, and academically (low achievers to high achievers, low income to middle-income, Black, Asian, Hispanic and Caucasian).

Kaiser Aluminum paid for the entire program, placing students with the company, but also with 54 small business employers in the retail, trade, manufacturing, service and recreational areas.

Students attended classes in the morning four days per week at a junior college site and worked in a variety of jobs in the afternoons five days per week. An employment consultant was hired by Kaiser Aluminum to develop these jobs.

During the spring semester (February 4 - June 13, 1980), we are working with other members of the collaboration to incorporate the summer model into the regular school year at Oakland High School. Success on the Move, the spring semester version of the summer model, has enrolled 130 students. Applicants were interviewed by a team of staff members from Kaiser Aluminum, U.C. Berkeley, and Oakland High School. Two teams of four teachers each, plus part-time instructors from Oakland High, assisted by graduate students and professors from the University are team teaching, utilizing interdisciplinary and problem-solving approaches with an emphasis on language across the curriculum. Students attend the Success classes one period per day and work in the afternoons two hours per day, not more than ten hours per week. Continuing in this spring program have been small, medium and large businesses -- some from the summer model. Our efforts with the employers in both summer and spring sessions have supported some theories:

1. A private-sector employer will respond more to another member of the private sector.
2. Employers are not as concerned about a youth's skills as about his willingness to work.
3. Jobs turn students on to learning.
4. Many more small businesses could participate if they had some financial assistance.

Based upon our experience with this program, we would recommend that any work/study program have the following elements:

In education:

1. An emphasis on language arts in all subjects.
2. An emphasis on the problem-solving technique.
3. Heterogeneous groupings of students, academically, ethnically, and economically.
4. An interdisciplinary curriculum.
5. A career education component in every discipline.

In employment:

1. An emphasis on work attitudes within the school curriculum.
2. An involvement of the employer/parents in the school in meaningful ways -- curriculum development, observers, tutors, for career information -- so that educators can better prepare students for the world of work.
3. Provide a pairing of private/public funds to allow the participation of small businesses and the heterogeneous groupings of students (that is, have CETA funds pay for the low income students while private funds pick up the cost for middle income students, but allow both to participate in the same program). We found that this heterogeneity acted as a catalyst for both the low achiever and high achiever in improving their ability to learn

Third, and finally, we would encourage a better use of CETA Title VII Resources to promote education/work programs such as the one described above. We would recommend a number of procedures should be incorporated or retained in the CETA Regulations. These include:

1. Tax incentives for those employers hiring high school youth on a part-time basis or during the summer -- say for six weeks.
2. Provide tax incentives, like Jacob Javits' S. 2219 which allows exemption from social security taxes for the first six months of work for both the employer and the youth.

3. Allow the pairing of private/public sector funds for small businesses who cannot afford a youth's employment costs above the minimum wage (for example, social security, workmen's compensation, etc.), or who have to pay union scale to hire young people.
4. Provide technical assistance to small businesses to aid them in complying with the requirements of the CETA program. For example, filling out forms, accounting, and compliance work before a youth's arrival, during the term of employment, and the evaluative activities after they've left.
5. Streamline the paper process.
6. Allow pairing of private/public funds so that heterogeneous grouping of students and employees can be achieved. We must stop isolating and labeling the economically disadvantaged youth. If all their training occurs in groupings with similar youths, they will not understand other experiences, attitudes or cultures in which they are expected to compete in the real work world. We must stop setting them up for failure. President Carter's recent youth initiative does not provide such a pairing of funds.
7. Continue the 22% of CETA that has been earmarked for high school work/study, incorporating placement centers, career education, performance, and work attitudes as part of a student's record.
8. Provide for a pool of funds or matching funds to

a group of small businesses who wish to "adopt" or work with a particular high school for career education/employment training who could not do so without assistance.

9. Utilize part of your monies under Title VII, Section 679.6, to provide a clearinghouse of information on training activities/career information available in a youth's particular city/region.
10. Utilize this same money to disseminate information to small and large businesses on what CETA programs exist, what they can and cannot do, and their successes.
11. Improve the image with the private sector that a CETA employee is ill-prepared with poor work attitudes by insisting and helping our clients understand what the job requirements are and insisting that they be met.
12. Allow the private sector to provide training, utilizing CETA money.

Kaiser Aluminum and Chemical Corporation believes that we already have the resources to solve the problem of youth unemployment. What we need are innovative and creative methods of utilizing these resources. The Summer on the Move/Success on the Move model is an example of one successful approach. We believe it can greatly impact the unemployment problem while simultaneously making a contribution to the reform of secondary education along the lines suggested by the recent Carnegie Institute Study.

If we are to solve the youth unemployment problem, then the philosophy behind all its programs should be on youth taking responsibility for their own actions. No matter how many dollars and training programs we establish, if we only train students in the mechanics of one job field and not in the process of How to continue functioning in an ever-changing economy, then we have only created a cripple who, with another economic downturn, will need another government-sponsored training crutch. Our job -- yours and mine -- because the problem belongs to all of us -- is to help youth help themselves. Together, in partnership, the public and private sector can make a difference.

PREPARED STATEMENT OF GEORGE ORTIZ, CHAIRMAN, LA COOPERATIVA CAMPESINA DE CALIFORNIA, STATE OF CALIFORNIA MIGRANT AND SEASONAL FARMWORKERS COUNCIL

La Cooperativa is a "consortium" of CETA, Title III, section 303 grantees in the States of California, Oregon, Iowa, and Nevada. La Cooperativa is a federation of community based organizations that must compete annually for 303 funds. Proven track records and the "demonstrated effectiveness" of our membership organizations has keep La Cooperativa in existance and growing the last four years. The State of California funds La Cooperativa and utilizes our staff's expertise to appraise them of the education and employment needs of migrant and seasonal farmworkers in their development of the State's employment and training policies. La Cooperativa also serves as a coordinative organization in behalf of its membership organizations with all State departments constantly identifying existing resources for farmworkers and coordinating with the appropriate State departments to maximize the use of government funds. Employment and training, placing people on permanent unsubsidized jobs after a skills training period is the major thrust of La Cooperativa's membership.

We would like to take this special opportunity to express to you, members of this subcommittee, the special needs of migrant and seasonal farmworker youth, to relate some of our past and present experience with youth employment and training programs, and express the scope of work we hope Congress will address in promulgating any youth legislation.

The following is the scope of education and employment difficulties that farmworker youth must contend with when competing in the non-farmwork labor market:

Farmworker Youth Education and Employment Issues

1. Farmworker youth often experience language barriers, lack basic reading skills, and basic math skills. These are necessary enabling skills to allow the youth to even compete in the labor market. The State Migrant Education Department indicates that 80-90 percent of the migrant youth that enter the 9th grade do not complete the 12th grade. The "high" dropout grades for migrant youth are the 7th, 8th, 9th, and 10th. There is no question that educational achievement and employment opportunities are directly related. High School dropouts have unemployment rates of 2 to 3 times higher than high school graduates.

2. Discrimination, because of race, sex, and age by the community and employers are factors that affect the employability of minority youth. Farmworker youth are also affected by these factors. A Department of Labor, Office of Farmworker Programs report for fiscal year 1976 indicates the ethnicity of those served. Blacks and

Hispanics by far comprised the largest percentage. The dropout rate for blacks from High School is 25 percent; for Hispanics it is 40 percent. Although there will soon be a decline in the total number of young people in the labor force; the number of minority youth will continue to grow with the Spanish speaking as the fastest growing minority in the 80's.

3. A disproportunate share of the Nation's poverty is located in the rural areas. Many a farmworker youth reside in rural areas. The experiences of both the farmworker and rural youth in the labor market will be limited by the economic conditions of their families and the communities in which they live. Transportation networks in the rural areas either do not exist or are inadequate. This affects the youth's ability to obtain and keep jobs.

4. Mechanization and/or undocumented workers are playing an increasingly larger role in the displacement of workers. Increased economic pressures will continue to escalate a dependency upon mechanization and/or the use of undocumented workers. The youth of the farmworker family will find fewer and fewer employment opportunities within the agricultural labor market and will turn to the non-farmwork labor market. Unemployment rates for youth ages 16-21 in the State of California major agricultural employment counties range as high as 30 to 50 percent.

FARMWORKER YOUTH PROGRAM RECOMMENDATIONS

We would like to offer the following recommendations based upon our knowledge of the farmworker youth education and employment issues, and our previous program experiences in implementing such programs.

1. Farmworker youth funds have been inadequate in the past. Farmworkers have larger families than the average American family with 2.3 Children. Congress when authorizing CETA legislation set aside a 5 percent allocation for farmworker adult programs. The "Youth Act of 1980" proposes to address the special needs of migrant and seasonal farmworker youth with only a 2 percent allocation. We recommend an increase to 5 percent. This would be consistent with the adult programs and justified because of the larger family size, the low achievement level in

schoolof farmworker youth and the high unemployment rates. There are 303 grantees who have eligible youth in their service areas and are unable to provide adequate services because of insufficient funds. We support and encourage the idea that a higher percentage of resources be made available to farmworker youth.

2. The "Youth Act of 1980" does not allow for the payment of allowances to youth participants under the age of 18 for time in a classroom, or institutional training activity. This would pose a hardship to farmworker youth for whom this source of income often serves a very important purpose. These funds help the family survive, thus relieving some of the economic pressures on the youth while in the classroom.

3. "The Youth Act of 1980" places a greater responsibility on the educational system. This is a system that has undeniably failed farmworker youth in the past. The education system need to be sensitized to the special needs of farmworker youth and the idea of alternative education programs needs to be explored.

4. The new youth direction encourages programs for out-of-school youth to be developed jointly with the "local education agency." For future program purposes, we recommend that the definition of "local education agency" to be expanded to include any non-profit alternative school and/or community based organization who has "demonstrated effectiveness" in serving youth. These agencies have a greater level of success in reaching out-of-school youth than the traditional public school system.

5. We recommend that Equitable consideration be given to farmworker and rural youth under the formulas governing the flow of funds to Prime Sponsors. These target groups should be recognized as a "special needs" population.

6. A greater emphasis is being placed on the involvement of the private sector in CETA programs through Private Secto Initiative Programs. We encourage Congress and Departmen of Labor officals to ensure that the farmworker populatio receives equitable consideration in the appropriation of these funds.

Summary

While we applaud the attention that the President and Congre are giving to America's youth employment problem, we feel that it is extremely important that Congress understand and address the unique education and employment problems of farmworker youth. We hope that this brief document will assist you in your work and the needs of this "special" youth population are not overlooked in the passing of this important legislation.

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The FEDERAL EDUCATION PROJECT

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CABLE ADDRESS: LAWCIV, WASHINGTON, D.C.

March 4, 1980

Honorable Carl D. Perkins
Chairman, Education and
Labor Committee
Rayburn House Office Building
Washington, D. C. 20515

Dear Chairman Perkins:

Thank you for inviting the Federal Education Project to present testimony before the Subcommittee on Elementary, Secondary and Vocational Education concerning the impact of the administration's recently proposed Youth Act of 1980 legislation. The Project has a particular interest and expertise about Title II of that legislation, which would support programs of compensatory education in the basic skills for secondary school students, because of the close parallel between the new program and Title I of the Elementary and Secondary Education Act of 1965. We have long supported increased appropriations for Title I, ESEA, which would permit extension of its programs to more secondary schools throughout the country. Therefore, we generally welcome the administration's initiative.

Based upon our knowledge of the fifteen years of experience with programs under Title I, ESEA, we find the following aspects of the administration's proposal especially welcome:

-- The provision for representative school site councils, which should permit members of those councils to be selected by their peers, as has been the case under the Emergency School Aid Act;

-- The requirement that school plans be approved by the site councils. Although some have questioned whether the authority of local boards of education may not be eroded by this device, we believe that enthusiastic endorsement by a school council representing parents, teachers and members of the community is a prerequisite to successful implementation of a school plan; and in any event, subsequent approval or disapproval by the local school board prior to funding would be perfectly consistent with the legislation;

-- The strong poverty focus of the program in the areas of funds distribution and county, district and school eligibility, combined with adequate flexibility in school selection (through a provision similar to the "no-skip" provision of Title I, ESEA), to allow school districts to place programs where they are most needed;

-- The potential which the program offers for adequate accountability. Of course, this will depend upon the willingness of the administration and the Department of Education to collect and analyze the necessary data relating to important benchmarks to permit adequate, national evaluation of the programs success; and

-- The requirement that private schools be truly nondiscriminatory with respect to race, color and national origin if their students are to participate in the program.

This is not by any means an inclusive listing, but rather a summary of those features which we have identified as very useful upon a quick reading of the legislation. That same reading has suggested to us possible areas in which the language of the bill could be strengthened:

-- The Department of Education should provide greater assistance to local schools and school districts during the planning year;

-- The provisions requiring that programs funded under this bill include the elimination of sex bias and stereotyping as integral parts of their goals and procedures need further emphasis;

- Consideration should be given to some mechanism for insuring that junior high schools adequately participate in the program; and
- Within participating schools, the legislation would be improved by the inclusion of requirements that the students in the greatest need of assistance actually receive benefits under the program.

In addition, while we agree with the proposition that full-time vocational education schools should be eligible for assistance of this type, we are at present not certain that the 25% set-aside flowing through the sole state agency for vocational education is the best method for accomplishing this. Because of many unanswered questions, we believe that enactment of this provision of the legislation should be subject to Congressional reconsideration next year in connection with reauthorization of the Vocational Education Act of 1963.

We are unable to present testimony March 5 because of the short time which has been available to us to study the proposed legislation in detail. (It was transmitted to the Congress only this past Monday evening.) As indicated above, based upon our first reading there are features which we wholeheartedly endorse as well as areas in which improvements could be made. We hope that you will permit us to make a detailed written submission to the Subcommittee as soon as we have had an adequate opportunity to examine the measure thoroughly.

Sincerely,

FEDERAL EDUCATION PROJECT

Linda Brown

Linda Brown

LB:bg

The Graduate School | Office of the Dean
Southern Illinois University at Edwardsville | Edwardsville, Illinois 62026

February 28, 1980

The Honorable Carl D. Perkins
House Office Building
Washington, D.C. 20515

Dear Mr. Perkins:

I strongly support and urge action on the administration's Youth Education and Employment Initiative. The need for assistance to disadvantaged and unemployed youth becomes even more critical under current economic conditions with its runaway inflation and low productivity.

As a member of the National Business Education Association and the National Association for Business Teacher Education, I respectfully direct your attention to the suggested amendments which have been developed by a joint committee of the National Business Education Association and the Business and Office Education Division of the American Vocational Association. The membership of these organizations and their leaders stand ready to assist in substantiating both the need and the opportunities. In our judgements, collectively and individually, effective implementation of this proposed legislation will have a positive impact far beyond its costs.

Sincerely yours,

Vaughnie J. Lindsay

Vaughnie J. Lindsay, Dean
Graduate Studies and Research

VJL:kb

Attachment

What Do We Want?

The climate is right for us to propose that funds be provided and approval obtained so our programs can be modified to more adequately serve the disadvantaged student.

We want Congress to support the Administration's Youth Education and Employment Initiative with the following amendments:

1. One-half of the authorization shall be designated for vocational education and employment skill development for disadvantaged youth.
2. One-third of the authorization for vocational education should be used for out-of-school youth.
3. A new title should be added to the Vocational Education Act (PL 94-482) that is connected with the Basic Skill title in the Administration's proposal. The purpose of this amendment would be:
    a. To avoid further proliferation of state and local plans, state and local advisory committees, state and local administrative staff;
    b. To utilize current programs, staff, and facilities to the fullest extent before expansion or new programs are undertaken;
    c. To allow this program to become integrated with disadvantaged and postsecondary set aside of the current law, and to provide for uniform definitions and administrative procedures for all disadvantaged youth programs.

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4. Set up a structure and private incentives for joint planning, coordinated programs, and state and local level coordination to occur between CETA and vocational education.

5. Establish a goal to assist youth in considering, selecting, and pursuing educational and occupational programs free of traditional sex stereotyping and bias.

6. Allow local expenditures to be used to improve, extend, and fill the void in existing vocational education programs to serve a greater number of disadvantaged youth. Primary emphasis should be on expanding cooperative vocational education programs and other innovative approaches to on-the-job learning that is connected to school-based basic skill and employment skill preparation.

7. Allocate 50 percent of each state's funds on the basis of the number of youth 16 to 24 in the state and the other 50 percent on the basis of the number of persons in families with an annual income below the poverty level.

Why Should Congress Support Our Requests?

1. One-Half the Authorization

Disadvantaged youth are not going to get good jobs unless they have work experience and technical know-how.

Depressed communities have the least capacity to provide adequate vocational education programs.

Vocational education provides a reason for youth to acquire basic education skills.

Vocational education can raise the productive contribution that disadvantaged youth can make to the nation.

Disadvantaged youth more than any other group of youth need access to the best staff, the greatest amount of time spent on learning activities, and the very best on-the-job learning experiences. Anything short of this is discrimination.

2. Out-of-School Youth

We need both a preventive and remedial approach to youth unemployment. Out-of-school unemployed youth need remedial help.

Local institutions should be encouraged to extend use of their resources to serve youth who have already left school.

BOE/AVA-NBEA Call To Action

3. Create a New Title in the Vocational Education Act

   A title specifically dealing with disadvantaged youth will provide an incentive for mainstreamed vocational education programs to improve their capacity to serve disadvantaged youth and avoid the creation of a second-class vocational education program for the poor.

4. CETA/Vocational Education Connections

   CETA/vocational education connections still need to be improved.

   Program duplication can be avoided.

   Vocational education institutions and community organizations could mount joint programs.

5. Sex Equity

   Disadvantaged persons can have a sense of hope if they come to realize that they can choose to pursue non-traditional vocational programs leading to better paying jobs.

   Disadvantaged persons will again be discriminated against if they don't have access to the best in vocational education. Watered-down general work experience will not prepare men or women for the better non-traditional jobs.

6. Use of Funds

   Current vocational education facilities could be used.

   This would allow for an expansion of the hours per day and the number of months in the year during which vocational facilities are open.

   Supportive services that enable current vocational education programs to serve more disadvantaged youth could be added.

   School-managed on-the-job learning experience connected with in-school basic education and job skill preparation rather than unstructured and unsupervised public service jobs would constitute the core of this program.

   The development of innovative learning approaches to enable disadvantaged youth to acquire employment skills would be possible.

What Can You Do?

The problem of disadvantaged and unemployed young people is so critical that it must be solved. We simply cannot continue to send students from our schools who are poorly trained in basic skills and who have no vocational training.

Macomb Intermediate School District
Educational Service Center • 44001 Garfield Road • Mt Clemens, Michigan 48044 • 313/286-8800

March 5, 1980

The Honorable Carl D. Perkins, Chairman
Committee on Education and Labor
Rayburn House Office Building
Washington, D.C. 20515

Dear Congressman Perkins:

Your Committee's deliberations about youth legislation are very important to Macomb Intermediate School District and all other like Educational Service Agencies for the following reasons:

1. Educational Service Agencies provide comprehensive services to multiple school districts. Macomb Intermediate School District's constituency includes 21 school districts enrolling 150,000 students.

2. They have in place the governance structure and resources to efficiently allocate resources to local districts to provide youth and/or adult training and support services, and to monitor implementation to assure efficient/effective delivery of services.

3. They have in place the resources to provide staff development for those persons or organizations providing the training to youth and adults.

4. They either operate or have access to large data processing resources to manage information and provide computer-based training and guidance services.

5. When appropriate, they can deliver the above training and support services directly to youth and adults.

Macomb Intermediate School District is currently serving CETA in the following ways:

1. A Youth Employment Network: Macomb Intermediate School District trains liaison persons from constituent school districts in career development skills. This enables them to work with CETA youth. Training is also provided to adult educators who work with out-of-school youth. Staff development, consultation and inservice is also provided to CETA staff.

School Board
Glen H Peters *President* • Keith Bovenschen *Vice President* • Harvey Haska *Treasurer* • Roger Dingman *Trustee* • Charles C Milonas D D S *Trustee*
Administration
Dr Robert C Lutz *Superintendent* • Dr Urey B Arnold *Deputy Superintendent*

CETA prime sponsors had attempted unsuccessfully to deliver this program working directly with the LEA's.

2. CETA Education Linkages Project: Through CETA, Macomb Intermediate School District is coordinating the training curriculum for CETA youth in a variety of occupations delivered by a variety of organizations. This provides expertise formerly not easily available to CETA sponsored organizations and eliminates costly duplication. Macomb Intermediate is incorporating all of the training objectives in a computerized management program in order that the training can be delivered more effectively and efficiently.

Educational Service Agencies have in place the resources to deliver effective career guidance services and area-wide placement programs. They are equipped to efficiently manage sub-allocations of funds. They can eliminate costly duplications.

Chairman Perkins, I earnestly recommend that Educational Service Agencies receive utmost consideration as your Committee designs any legislation providing education and training services to youth and adults.

Sincerely,

Urey B Arnold

Urey B. Arnold, Ed.D.
Deputy Superintendent

/tp

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A POSITION STATEMENT

In preparing this position statement, the IRA Task Force on the Youth Education and Employment Initiative recognized the following conditions relative to its task:

1) The program is a compensatory effort similar to Title I and located in 3000 of the poorest school districts around the country. It is designed to provide basic education and employment skills to low-achieving students. Since adolescents who have achieved at a low level for several years almost always exhibit poor motivation for any type of academic activity, the program must be designed to serve their attitudinal as well as their academic needs.
2) In an increasingly technological economy very few employment opportunities are available for persons with low ability in the basic literacy skills. Goals of the program, therefore, must accommodate the needs of persons in positions such as office work and the skilled trades in which the opportunities for employment exist now and in the foreseeable future.

3) Planning for programs in each of the 3000 school districts should be based on a local needs assessment to insure that local employment opportunities are recognized and accommodated.

Schools chosen to receive funds under this program should already have the following characteristics or should include specific plans for achieving them:

1) A thorough local needs assessment which looks at results of present instruction in basic skills, qualifications of teachers for basic skills instruction, materials available, local employment opportunities, etc.
2) A total staff well trained to teach students how to apply basic reading-study skills in all content subjects and in all types of required materials.
3) Highly supportive administrator(s) who have or will acquire training/experience background in basic skills instruction. These persons must provide outstanding leadership in developing and implementing the program, on-going evaluation of the instruction, and support for the staff.
4) Extraordinary attention to motivational aspects of the program. Students must be encouraged to feel proud of their school and of their own achievement. This can be realized only if they succeed where they have previously failed and if they frequently and clearly perceive the relevance of the instruction to their personal goals.

5) Commitment of the entire staff to the goals of the program supported by positive belief that the students can and will achieve their goals. These positive expectations must be frequently and dramatically demonstrated to the students themselves.
6) Classroom instruction carefully designed to be responsive to the students' needs as diagnosed and to the specific tasks, skills, and attitudes which represent the defined goals of the program.
7) Provision of special instruction for those students whose achievement is so low that they require more attention than can be provided in regular content classrooms. Procedures such as attendance in resource rooms, small-group activities, and one-to-one tutoring should be provided in addition to (not in place of) classroom instruction.
8) Minimum interruptions of students' on-task attention during instruction together with maximum teacher-pupil interaction. Mechanical devices and so-called self-teaching devices and materials should play a minor part in instruction.
9) Diagnosis of individual student skills. Such diagnosis should begin with a general screening device to identify students whose skills are already adequate and whose low-level performance is caused by attitudinal or other factors. Students falling below a predetermined cut-off

point in the initial screening should take a more definitive type of test such as a standardized diagnostic test which will identify general areas of weakness and strength. Individualized criterion-referenced testing (often informal) within identified areas of weakness will provide the information necessary for efficient instruction.

10) Continuing evaluation of student progress in the program. Instruments and procedures for evaluation will not be restricted to the use of standardized tests. They will include materials closely resembling those the students will have to read, including a) materials required in academic courses they must take and b) materials which are job-specific.

11) A strong counseling component. Ego reinforcement as well as very practical information about employment opportunities is essential.

The characteristics listed above can be expected to be present in schools where:

1) both the content teachers and the compensatory teachers possess the competencies identified in the appropriate role descriptions of the IRA Guidelines for the Professional Preparation of Reading Teachers;

2) materials are provided which are appropriate for the varied needs, abilities, interests, and life goals of the students and are designed to help the teacher explain the

various aspects of the reading/study process to the students so that they clearly understand what they are doing and why they are doing it and can transfer what they learn to related situations. This requirement eliminates materials which merely provide practice or drill unless both the teacher and the student clearly recognize their nature and use them for practice purposes only after instruction has been provided;

3) all aspects of the program are coordinated. Content teachers and compensatory teachers work in close harmony with each other, with administrators, with all support personnel. Everyone is a member of a team which focuses on the achievement of the individual student;
4) adjustments are made in school grading and reporting systems to the end that students are rewarded for gains rather than punished for low achievement;
5) there is a permanent, accessible site -- reading area, laboratory, special room -- from which the activities of the program radiate. Also, each teacher of basic skills has adequate space in which to develop an environment which will reinforce his/her efforts to "sell" the importance of the program;
6) information, both academic and personal, about individual students in the program is readily accessible to the staff working with the students. It must be assumed that all members of the staff can be trusted to use this information with discretion;

7) there is a strong support team in the school district: reading consultant(s), counselor(s), psychologist(s), social worker(s), speech and hearing specialist(s), etc.;
8) an advisory council of parents, business and industry persons, professional groups, and others provides community contacts crucial to a program designed to help young adults achieve employable status in the community;
9) intensive inservice training is required of all administrators, all support personnel, and all content teachers, both academic and vocational, who will participate in the school district's effort in the Youth Education and Employment initiative. A substantial segment of this training must occur before the program is undertaken. Training should also be ongoing throughout the life of the program.

The Task Force further recommends two steps to be undertaken as soon as funding makes them possible:

1) the identification of several replicable programs for low-achieving secondary school youth, programs which have been in existence for at least three years and have accumulated data to indicate their value. These programs should be described in detail in a publication to be made available to the 3000 school districts to be funded under the new legislation. The purpose should be clearly stated: not exact replication of the programs described but provision of ideas to be adjusted and adapted as new districts begin to plan.

2) the identification of a group of persons qualified by training and experience to be the leaders for the massive inservice effort necessary for the success of the new program. There are only a few qualified persons in the entire country. There is no way these persons could, themselves, carry on the necessary inservice work with the staffs of 3000 school districts. They could, however, instruct less qualified specialists, modify teacher attitudes, provide materials, and plan programs so that these second-level train[illegible] could provide the assistance so necessary to the staffs of the school districts involved.

It must be recognized that, although a considerable body of theory about secondary reading instruction exists, not a great deal of practical application of theory has occurred. It must also be recognized that very few secondary teachers have taken even one course in methods of reading instruction. Certification regulations and college requirements have only recently acknowledged the fact that secondary school students still have much to learn about the techniques of efficient reading, particularly when the requirements of reading become so varied at the secondary level. The manual in an electronics course is not very much like a world history textbook, and teachers must be helped to use all kinds of reading materials for instructional purposes.

It must also be recognized that low-achieving students between the ages of 14 and 21 are the most difficult to motivate and, therefore, to teach.

The three reasons cited above are behind the very strong recommendation of the Task Force that immediate steps be taken:

1) to identify good models;
2) to identify and recruit a group of top-tier professionals to work with trainers who will provide the inservice instruction at the local or regional level so necessary to the success of the program.

William Eller
Don Hittleman
Richard Long, ex officio
Evelyn Mason
Olive Niles, Chair
International Reading Association Task Force on the Youth Education and Employment Initiative

Prepared Statement Submitted by the Task Force of Practitioners, Actively Responsible for Individualizing Education in Schools (ARIES)

SENATOR PERKINS AND MEMBERS OF THE HOUSE SUBCOMMITTEE
ON ELEMENTARY, SECONDARY AND VOCATIONAL EDUCATION

What ARIES Is

We appreciate this opportunity to present our views on The President's Youth Employment and Education Initiatives. We are co-chairpersons of a Task Force created to form ARIES, a growing association of educational practitioners, parents and representatives of industry who are Actively Responsible for Individualizing Education in Schools. Our Task Force represents a membership that spans the nation, urban and rural, and that crosses traditional intra-school division lines. Our membership is drawn from all levels of administration, from classrooms, and includes specialists from language arts, mathematics, social and physical science, vocational and others. Our membership ranges from pre-school to post-secondary.

The common focus that draws us together is the desire to understand, design and implement concentrated individualized educational programs in a variety of educational settings. We think that this common focus gives us a unique and much needed perspective from which to view and improve all educational planning. We believe that the Subcommittee's deliberations will benefit greatly by sharing our perspective.

What We Believe

We believe that:

(1) Past federally-funded Compensatory Education Programs have had a marked and positive impact on both institutions and the targeted student populations they have served.

(2) The body of data that supports these positive impacts have been slow to appear because:

  (a) it took many years for successful techniques and organizational strategies to develop;

  (b) more-recent positive evaluations of these programs are still overshadowed by earlier (less positive) reports, made during the formative years of these programs; and

  (c) current evaluation approaches, while improved, continue to miss critical evidence of success known to the practitioners.

(3) A growing body of knowledge and experience within our schools has resulted from these programs regarding techniques and organizational strategies that can be used to the benefit of secondary-level students and institutions, especially as regards:

(a) program organization and management;

(b) successful basic skills instruction;

(c) overcoming traditional organizational barriers;

(d) community involvement and organization;

(e) integration and utilization of services and products of the educational industry; and

(f) anticipating and overcoming past barriers inherent in program guidelines.

(4) Most Compensatory Education Programs have been focused on the elementary levels of education, depriving the secondary students and institutions of these positive impacts.

(5) It is imperative that a national effort be organized that will provide much-needed funds to our nation's most needy secondary institutions and students in a way that will:

(a) assure the smooth transfer of this acquired body of knowledge and experience to such efforts;

(b) provide a continuity of support programs from elementary through secondary levels;

(c) add to such existing program components elements more suited to the unique needs and aspirations of our secondary-level students; and

(d) maintain current levels of support to our elementary institutions, now that benefits are beginning to accrue from these efforts.

This Task Force believes that the Presidential Initiatives represent for the nation an excellent opportunity to address these urgent needs in an expeditious manner.

Initiatives Could Renew Valuable Resources

We are fully aware of the extreme pressures now being placed upon our nation's limited resources. But we desperately need to build upon what we have learned to produce a continuum of cogent programs that will maximize the skills of our neediest students. That continuum will have to extend from our elementary schools upward through our secondary schools and beyond, into the nation's mainstream of employment and other adult concerns.

OUR NATION'S MINDS, IN THESE TIMES OF CRISES AND SHORTAGES, ARE OUR ONLY REALLY RENEWABLE RESOURCES.

We must act rapidly so as to recycle as many of these resources as we can before they leave our over-crowded secondary schools forever. We must act now to develop the organizational and programmatic structures that will catch those minds just entering these final years of compulsory education.

Compensatory Education Programs Are Succeeding

It takes little effort to find evidence that Compensatory Education Programs are at last beginning to show results despite earlier, heavily-publicized, reports to the contrary. Even in the midst of these early reports of the allegedly poor student impacts of these programs, we can find evidence of the institutional impacts these programs were having (see *"National Survey of the Impacts of Head Start Centers on Community Institutions,"* OCD contract B89-4638, 1970).

Current re-analysis of these earlier studies indicates that many of the methods used were flawed. For example, some early studies looked to whole-school achievement rather than looking at the achievements of students directly served by the Compensatory Program. Some early studies failed to take into account the extremely deprived nature of the students served by these programs and compared their achievement rates with those of more advantaged students whose rates of growth were naturally higher.

More recent national studies that avoided some of these past errors reveal quite contrary results. (See NIE's "Effects of Services on Student Development," 1977; the USOE "Study of Compensatory Reading Programs" by ETS & RMC, *et al*). Typically, these recent studies show Compensatory Education students acquiring skills at rates equal to or faster than their more advantaged peers. Stanford Research Institute's Survey of State-Level Title I Reports from 1969 to 1974 is typical:

> "The averages of the reported monthly gains are consistently near 1.1 month gain for each month in Title I...In terms of the unofficial standard of success, which is a month's gain for a month in the program, Title I must be judged a significant success."

We practitioners have long been aware that we had been achieving good results in at least some of our programs. Our individual classroom teachers had (and continue to accumulate) class-level data of this nature. Our positive data were sometimes lost in the larger compilation of data reporting results from our entire school district, and further submerged when district reports were compiled into state-wide averages. But, slowly, over the years, those techniques and approaches, whose initial success held up, were identified. Practitioners expanded these approaches to an ever greater proportion of their total program.

Longitudinal data regarding our successes are less readily available. All of our members are aware of many individual students we have seen turn around and go on to succeed. In part, these data escape us because of the programmatic focus forced upon us by Federal guidelines (or State and local interpretations of them). Our Compensatory Programs tend to serve the lowest of the low. Thus, as soon as we have achieved initial impact, our students are no longer the lowest of the total eligible, and we must release them to fend for themselves in the school at large. We fill this slot with another previously unserved eligible student who has become the lowest of the low as a result of our success with the first student. Many students who are just beginning to show success are dropped from future analysis. This does depress our program's rate-of-growth data. More importantly, initial success does not mean newly-acquired skills are sufficiently firm to warrant full and unsupported return to mainstream educational practices.

Further, many of our member's schools have traditionally focused their compensatory programs on only the lower grade levels. This means all eligible students are released to the general school milieu, regardless of their levels of progress to date, at the completion of some arbitrary grade level. These students drop out of the continuity of our successful programs often to their detriment. They are also dropped from any longitudinal data base.

It is our hope that the extension of new compensatory funding to the Junior and Senior high levels represented by the Presidential Initiatives will at last enable our schools to:

(1) establish this needed program continuity, and

(2) provide the longitudinal data base to verify our belief that these initial gains can be maintained and expanded.

Program Results Have Been Slow to Develop

It has quite naturally taken our members many years to identify and sort out those approaches and techniques that appeared to improve basic skill instruction year after year from all that were tried. Some approaches that seemed to have merit were not generalizable to our whole target population. Once some isolated successful programs were identified, practitioners had to learn what subcharacteristics they had in common before we could decide what to export to other staff.

A major concern shared by our practitioner membership was how to overcome intra-school barriers to this transfer knowledge. Only in recent years have some of the members begun to discover ways in which we can generate enthusiasm and change among our non-compensatory faculty and administration. This effort must be made successful on a much broader scale in all of our districts before we will begin to see improvements in skill acquisition among our total student population. But, we have begun.

The fact that our own organization, ARIES, has struck such a responsive chord among educational practitioners from so many levels and content areas within our schools is some evidence that the learnings gained in Compensatory Programs are overcoming this traditional isolation.

Further, it took practitioners considerable time to learn how to enthuse and organize our communities, who have an obvious important role to play in any success obtained by changes in school programs. Many of the implications that flow from our successful programs require that lay members of the community come to new understandings as to what schools, learning, and different ways of reporting results are all about. This has been a slow process, in part because we practitioners were just learning (or relearning) many of these factors ourselves.

In many respects, our membership believes that active parents of Compensatory students might now have a clearer understanding of some of these factors than their more affluent peers. Much more re-education of our entire adult community must (and can) take place as a result of Compensatory Programs.

Finally, we practitioners had to take time to learn how to deal with and exert influence on the educational service and product industry. Schools have and still continue to depend upon this industry for the provision of educational texts, tools, methodology and other support of our efforts. They, like us, were new to compensatory efforts. We both explored many avenues and approaches in the early search for ways to blend their new resources with our own. Early on, we both looked for the magic pill (the program series, the computer, etc.) that would do the job for us. We both now know that it is not the material or hardware that will do the job, but how these tools are used within the realities of the school environment.

But, out of these early efforts has flowed a literal cornucopia of new and better instruction tools and technology with which we can do the job. This lesson was long and hard to come by. Practitioners and industry representatives alike have gained much insight that is leading to a sound partnership.

What Has Been Learned in Past Compensatory Programs

Educational practitioners have learned much as a result of working with Compensatory Programs over the past two decades. We have learned how to:

(a) provide sound program organization and management;

(b) provide successful basic skills instruction;

(c) overcome traditional organizational barriers;

(d) generate community involvement and organization;

(e) integrate and utilize the services and products of the educational industry; and

(f) anticipate and overcome barriers inherent in program guidelines.

We have discussed most of these items earlier in this statement. Basic skills instruction, however, is the most critical to understand from the standpoint of both the Initiatives and our organization.

The gist of what we have learned about the teaching of basic skills to deficient students is that it requires instructional delivery systems that employ, to the fullest extend possible, those conditions generally associated with INDIVIDUALIZATION. That is:

(a) precise learning objectives;

(b) objective referenced skill diagnosis and placement;

(c) individual determination of needed instructional lessons and lesson-sequence (prescription); and

(d) prompt and individually-based assessment, feedback and re-prescription.

Not all lessons need be delivered separately to individual students, but the decisions as to what lesson is to be given, and the assessment of the impact of that lesson on the student, must be individually determined.

We have learned, in our Compensatory Programs, how to GET BACK TO BASICS IN NEW, MORE EFFECTIVE WAYS. These lessons are applicable to basics instruction for all students, and in all curriculum areas.

We practitioners have learned this simple lesson primarily as a result of having had a long period of time within which to experiment with extra, Compensatory funding. We are pleased to note that some recent national evaluations into common characteristics of successful Compensatory Programs are beginning to touch upon this fact, that we have known for some time. (See the *"Instructional Dimensions Study"*, National Institute of Education contract NIE 400-76-0060, 1977). It was the awareness of this critical dimension that became the rationale for our organization (ARIES) coming into being. The further definition of this process itself and of ways in which to implement it, is our continuing goal.

We have already learned that an individualized approach requires:

(1) the concentrated use of a variety of the new instructional materials and equipment now on the market;

(2) extensive, but specific retraining of our current faculty; and

(3) a specific and intensive re-education of the community surrounding the school.

We need to continue to experiment with replication models for the transferring of these approaches to more faculty members and students.

Known Techniques are Applicable to Secondary Levels

While we practitioners have much more to learn, we do believe that we have accumulated enough knowledge and experience from past Compensatory Programs to assure that when new funds are allocated to the secondary level we will not have to re-invent the wheel and go through the same [illegible] process associated with our elementary experiences. We must take care, however, to assure that program guidelines facilitate, rather than hinder, the establishment of organizational structures that ALLOW US TO USE THIS ACCUMULATED STORE OF KNOWLEDGE AND EXPERIENCE.

More importantly, we practitioners have initial evidence that our general approach is applicable to the secondary level, schools and staff alike. This evidence is limited:

(1) because most of our efforts have been focused on elementary schools, and

(2) due to the lack of national evaluations of those limited ventures we have made into the secondary levels.

We do have initial evidence that shows at least short term positive impacts of these techniques on our in-school adolescents.

We have attached a partial collection of this secondary data in the form of an appendix. As can be seen, most of these reports were provided from industry sources, who have a broader data collection base than our member's individual school districts. But many of our members, too, have localized program data to support these claims.

The commonality that runs through these attached reports of programs is that they are built on and around the principles of individualization mentioned above. There are other organizations whose programs achieve similar results. We also have locally-developed programs that stress these same principles of individualization and get similar results.

Given that our schools have learned how to rapidly improve basic skills instruction, the Presidential Initiatives appear to be an ideal setting in which to carry this knowledge forward to the secondary levels. The proposed involvement and dovetailing of school-based educational programs with the real-world of work experience is exactly the added dimension our secondary curriculum needs. It is socially and motivationally sound.

Our elementary Compensatory Programs were to build skills and attitudes necessary to survive in future schooling. Secondary Compensatory Programs must continue to develop these same skills for those still needy, but much contain an added future dimension to make these efforts worthwhile.

School practitioners can contribute meaningfully to this effort. The mechanisms to extend and blend these efforts into the work community around schools is in place, thanks to the Department of Labor's CETA programs. That these two organizations (CETA and schools) are now prepared to work together has been demonstrated by the recent rounds of CETA/LEA cooperation seminars.

(See *LEA/CETA Collaboration For Career Education*, U.S. Office of Education, contract 300-78-0557, 1979). Both organizations have a divergent expertise that, when coordinated, can transform these initiatives into a successful whole.

National Funding is Imperative

Finally, we must note that our secondary schools and students are in desperate need of additional financial resources. They will continue to need such help for several years. Statistics regarding declining enrollments are deceiving. Where overall community population is stable, most of this student attrition is to be found in our elementary schools. The last of the baby boom, however, is still crowding our secondary schools.

The same crowded conditions that contributed to the decline of our schools' impact on elementary children a decade ago are still present in the secondary schools today. In fact, many of these needy adolescents are students who have suffered from these conditions all of their school life. They were in our elementary schools too soon to avoid these difficult conditions and too late to reap the benefits of compensatory services we were just learning how to deliver.

Just as elementary schools required concentrations of federal funds to get them constructively involved with new approaches, so too do our secondary schools. Because of declining overall enrollments, most state-aid formulas are actually reducing already-limited amounts of uncommitted funds. These uncommitted funds represent the only other source of revenue to create, adapt, and implement any new programs in our schools.

Our national government must provide, at least temporarily, additional funds to enable our secondary schools to address these needs. Additionally, we must maintain, at least temporarily, the level of special funds to the feeder schools so they can institutionalize their initial successes and build a continuity with any new secondary-level programs. To do anything less (or later) will release upon the country for several more years, students who are unable to cope at the most rudimentary levels with adult life in our tumultuous times. To do anything less (or later) could well preclude continuing the advances now being made at elementary levels and create, therefore, a second generation of secondary students with similar incapacities.

Because we have come so far and are now so close, we cannot falter. We owe it to these children and to our nation's future to make this final effort. We need these valuable mental resources to contribute to, not hinder, our struggle out of current problems.

Care in Guideline Construction is Imperative

Some positive form of legislative action along the lines proposed by the initiatives is imperative. Imperative, too, is the development of sound guidelines if we are to obtain the most efficacious use of such funds.

Administratively, the guidelines for any programs that are spawned by these Initiatives should include at least the following conditions:

(1) Adequate and additional funding earmarked to Junior and Senior high school levels;

(2) Conditions that require participating schools to involve those staff members familiar with the general administration of Compensatory Programs (and successful programmatic approaches to skills instruction) with those staff members less familiar with these past efforts;

(3) Conditions that require the application, integration and harmonizing of current compensatory programs with the goals and operations of any new programs conceived under these Initiatives; and

(4) Conditions that require in-school programs and competencies be compatible with those programs and competencies represented by CETA and other agencies that reach out into the community's world of work.

Programmatically, any guidelines for in-school efforts coming from these Initiatives should include at least the following factors:

(1) Emphasis on those processes associated with the individualization instructional strategy:

   (a) clear and precise performance objectives;

   (b) individually determined instructional sequences and progress assessment; and

   (c) reporting and monitoring systems that review specific objective attainment as well as performance as measured by standardized norm-referenced achievement tests.

(2) Emphasis on the involvement of the entire school faculty in the achievement of program goals, but not at the expense of simultaneous and concentrated impact on the target-students' basic skill deficiencies.

(3) Emphasis on approaches that involve the total community early in program design and then further the education and re-education of those community members in terms of the learning, schooling, and supporting processes.

(4) Emphasis on programs that cause schools to better utilize the staffs and facilities that they already have available through rescheduling and retraining, rather than hiring new staffs.

Conclusion

The Task Force supports the President's Youth Education and Employment Initiatives. We hope this review from our perspective enables the Subcommittee to justify and plan effective legislative action on their behalf.

In summary we would stress the following four points:

(1) Concentrations of Federal funds are critical to the secondary schools if the schools are to be constructively involved in the program.

(2) Effective methods of instruction using individualized techniques and sound management principles have been developed to teach basic skills to even the most low-attaining students.

(3) Certain Federal and local institutional barriers that prevent the more widespread use of these techniques in public school settings can be overcome with careful planning.

(4) Specific legislative and administrative approaches are available to encourage proven techniques to teach basic skills to those disadvantaged adolescents who need them

The ARIES Task Force stands ready to provide its good offices to the Subcommittee in any way it can in the furtherence of these programs. Sincerely,

THE ARIES TASK FORCE:

Mr. Joseph Abeyta
Superintendent
Albuquerque-Santa Fe, NM
Indian School

Mr. Brian Frieder
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Albuquerque, NM

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Ms. Mary Jane Quintana
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Ms. Sue Stuber
Director of Federal Programs
Oscoda, MI Area Schools

Ms. Jimmie Marie Thomas
Assistant Superintendent
Kansas City, MO Public Schools

APPENDICES

ALPHA II INC., SUMMARY OF ACHIEVEMENT DATA FROM SIX SECONDARY SCHOOLS USING THE ALPHA PROGRAM

ALPHA II

MEMORANDUM

TO: Alpha II, Inc.

FROM: Dr. William E. Simpson WES

RE: Review of Collection of Data from Secondary Schools Using the Alpha Program

DATE: January 25, 1980

The accompanying table summarizes outcome data from several secondary schools in which the Alpha II compensatory reading and mathematics programs are being used. Perhaps the most outstanding feature of this display is the uniformity of outcome amid a diversity of educational settings.

At least five dimensions of variation differentiate these schools. (1) The communities served by the schools differ widely in ethnic composition and in urban-rural status. (2) The grade levels for which data were made available vary from 7 to 11, some data representing one grade level, other data representing students from three to five grades in combination. (3) The data were obtained during different years, spanning the period from 1973 to 1979. (4) The duration of program implementation is varied, with pre-post test intervals ranging from 6 weeks to 12 months. (5) The achievement indices used to measure student performance differ from school to school. It should also be noted that these data have been provided by the individual school systems; they do not represent evidence gathered by the contractor (Alpha II) nor do they flow from a common data collection procedure.

While this variability would usually be a curse upon any meaningful interpretation of program outcomes, the present uniformity of outcome suggests otherwise. The outcome of the Alpha II programs at these several schools is impressively stable in showing (1) improvement in student performance that is (2) of comparable magnitude across most schools. In the last column of the table, the pre-post change scores have been adjusted to a common index: estimated change in grade level achieved after twelve months in the program. The estimates cluster around a value of 1.5 grades of improvement per year. Each of the programs shows a net improvement that exceeds the expected level, one grade level per year. From the limited data available to us it also appears that there is strong evidence for positive impact upon individual students. For example, more than 85% of the Battle Creek students showed an improvement during the program. Similarly, over 65% of the Harrison Summer students showed improvement.

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Grand Rapids, Michigan 49503 / 640 Eastern, S.E. / (616) 241-2417 Washington, D.C. 20024 / 804 3rd Street, S.W. / (202) 554-0377

Two commonalities characterize the sources of these data. First, all of the data represent students in compensatory programs. Given the realities of implementation of such programs, these are likely to be the students with greatest academic difficulties in the respective schools. Second, all of the schools are using a common learning program; the Alpha II Program. Again, the uniform outcome within the diversity of settings suggests a consistent and positive impact of the Alpha II Program. One should, of course, keep in mind that these data are from a small number of schools.

How could the evidence be strengthened? The missing element is comparison data. The ideal data would be change scores obtained from equally needy students who are not in a compensatory program. Such data are not likely to be available. There is in the present data, however, a good alternative source of baseline information. One can compare the performance of these students during the Alpha II program with their performance prior to the program, whereby the students "serve as their own control group." The measure of earlier performance available here is the pre-test grade level. For example, note that the av rage level achieved by the Burton Junior High 7th-9th graders prior to the program was Grade 3.6. For these students, and in fact all other groups in the table, progress in reading had averaged less than half a grade per year prior to introduction of the individualized compensatory program.

For the future, three alternative strategies might be pursued for further evidence about the impact of such compensatory programs:

(1) Comparison of the impacts of several different compensatory programs;

(2) Examination of the trend of impact over several years of program operation (follow-up or longitudinal analyses); and

(3) Multivariate analyses comparing the influence of the educational program(s) versus the influence of other environmental and student factors. Each of these options, to be well done, would be expensive.

		Mean Math				Mean Reading			
School	Pre-Post Span	n[1]	Pre	Post	Change	n	Pre	Post	Chan
Grand Rapids, MI									
Harrison Park Gr 7 1973	4.5 Mo.					128	n.a.	n.a.	.52
Burton Junior Gr 7 1974	4.5 Mo.					83	3.32[3]	3.77	.54
Gr 7-9 1975	12 Mo.	n.a.	3.7[4]	5.1	1.4	n.a.	3.6	4.8	1.2
Harrison, MI									
High School Summer 1979	1.5 Mo.	33	6.2[5]	7.5	1.3	29	4.7[5]	6.1	1.4
Battle Creek, MI									
Gr 8	12 Mo.					20	4.8[6]	6.3	1.5
Oscoda, MI									
High School 1975	12 Mo.					99	n.a.	n.a.	1.96
Albuquerque, NM									
Albuq. Indian School Gr 7-11 1978	[illegible] mo.	62	18.6[8]	22.2	3.6	60	16.4	23.9	6.6

	Mean Reading					Estimated Change In Grade Level Per 12 Mo.	
nge	n	Pre	Post	Change	Unit	Math	Reading
	128	n.a.	n.a.	.52[2]	Grade Equiv.		1.4
	83	3.32[3]	3.77	.54	Grade Equiv.		1.4
4	n.a.	3.6	4.8	1.2	Grade Equiv.	1.4	1.2
3	29	4.7[4]	6.1	1.4	Grade Equiv.	3.1[5]	3.3
	20	4.8[6]	6.3	1.5	Grade Equiv.		1.5
	99	n.a.	n.a.	1.96[7]	Grade Equiv.		1.9
6	60	16.4	23.9	6.6	NCE	n.a.	n.a.

Footnotes

[1] n is the number of students for whom both pre- and post-test scores were available.

[2] Test unspecified

[3] Stanford Diagnostic Reading Test, Level II

[4] Metropolitan Achievement Test

[5] Computation assumes summer school equivalent to one semester's instruction (5 months)

[6] Test unspecified

[7] California Achievement Test

[8] Comprehensive Test of Basic Skills (Total Math, Total Reading Scores)

[9] Normal Curve Equivalent Scores. The positive change score represents an improvement in the students' standing relative to national norms.

EDUCATIONAL DEVELOPMENTAL LABORATORIES, DIVISION OF McGRAW HILL BOOK CO.

TWO RESEARCH ABSTRACTS ON ACHIEVEMENT RESULTS OF SECONDARY SCHOOLS USING EDL PROGRAMS IN TWO DIFFERENT CITIES

RESEARCH ABSTRACTS

Prepared by EDL/McGraw-Hill Research Department

No. 18

THE EFFECT OF THE EDL MATHEMATICS SYSTEM ON JUNIOR HIGH SCHOOL STUDENTS IN A COMPENSATORY PROGRAM

Authors	Julie Haley and Carl Averitt, Educators
Abstractor	Elaine Scheier, EDL Research Coordinator
Date of Research	1976-1977 School Year
Program	EDL Mathematics System
Sample	116 Junior High School Students
Geographical Location	Paducah, Kentucky
Research Design	One-Group, Pretest-Posttest Design
Statistical Analysis	Mean, Gain Scores, Percent of Increase

Introduction

The math lab at Jetton Junior High School is a compensatory program funded basically by ESEA (Elementary and Secondary Education Act) and supplemented by Title I. The objective is that a student will progress one month in math achievement for each month in the program.

Early in the educational experience many students demonstrated unsuccessful mastery of basic skills and concepts, which signaled the necessity for a mathematics laboratory. The lab is a place where a variety of media and materials are assembled. Students are able to satisfy their identified needs at all levels of achievement through personal involvement, modeling mathematical ideas through the use of manipulatives, choosing from varied modalities, knowing their goals, and assessing their own progress.

The lab, using the EDL Mathematics System developed by Ruth Hoffman and published by EDL/McGraw-Hill, focuses on the learner and relates the content to the needs and abilities of learners. The individual works often with fellow students and/or teachers on suggested or self-selected activities by choosing the mode appropriate for his or her abilities and interests. The EDL Mathematics System meets individual needs without losing the power of group process.

The following steps were taken to improve the students' learning environments:

1. A great deal of audiovisual or multimedia equipment has been added to the lab during the 1976-1977 school year.
2. The staff has tried to develop a grading system that is fair, consistent, and based on effort as exhibited by the student's work.
3. The discipline problems have been handled by a discipline procedure developed to be fair and consistent for all students.

Educational Developmental Laboratories
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Sample

During the 1976-1977 school year, 147 students in grades 7, 8, and 9 were assigned to the math lab. The instructional levels of the students entering the lab ranged from 2.0 - 7.9. The average I.Q. score was 87. Complete pre- and posttest data were available for 116 students.

Procedures

The students were placed in the math lab based on *California Test of Basic Skills (CTBS)* scores and teacher recommendations. The students were given a CTBS test which was used as a pretest in September, and which was given again in May as a posttest. The scores were compared to show positive or negative grade-level change.

Results

After eight months of instruction in the math lab, 90% of the 115 students with pre- and posttest scores showed progress, with 72% reaching or surpassing the goal of one month in math achievement for each month in the program. Of the 55 seventh-graders, 87% showed progress, with 65% reaching or surpassing the goal. Of the 30 eighth-graders, 93% showed progress, with 77% reaching or surpassing the goal. Of the 31 ninth-graders, 90% showed progress, with 77% reaching or surpassing the goal. The instructional levels of the students at the end of the school year ranged from 2.8 - 9.4. The average student gained 1.93 months for each month of instruction in the lab. The table below indicates how students in grades 7, 8, and 9 achieved.

STUDENT ACHIEVEMENT BY GRADE AS INDICATED BY PRETEST AND POSTTEST SCORES

	Grade							
	7		8		9		Total	
Students	No. of Students	% of Students	No. of Students	% of Students	No. of Students	% of Students	No. of Students	% of Students
	N=55		N=30		N=31		N=116*	
Reached Goal	36	65	23	77	24	77	83	72
Showed Progress	48	87	28	93	28	90	104	90
Showed No Change	1	2	0	0	0	0	1	0.9
Regressed	6	11	2	7	3	10	11	9
Average Gain for Month	1.56		2.08		2.45		1.93	

*Average I.Q. for 115 students: 87

Conclusions

Those educators involved with the math lab concluded that the majority of the students working in the lab had had a highly successful year in a more pleasant atmosphere than previously. An additional benefit of the year's work in the EDL Mathematics System lab has been the positive change in attitude of many of the students.

RESEARCH ABSTRACTS

Prepared by EDL/McGraw-Hill Research Department No. 21

THE EFFECT OF EDL READING/MATHEMATICS LABORATORY INSTRUCTION ON REMEDIAL NON-PUBLIC SCHOOL STUDENTS IN GRADES ONE THROUGH TWELVE

Author	Ferdinand Smilari, Project Administrator
Abstractor	Beth Woolf
Date of Research	1976-1977 School Year
Program	EDL Mathematics System EDL Reading Lab Programs
Sample	589 Students in Grades One Through Twelve
Geographical Location	Philadelphia, Pennsylvania
Research Design	One-Group, Pretest-Posttest Design
Statistical Analysis	Mean, Gain Scores, Percent of Increase

Introduction

In 1975, the State of Pennsylvania enacted Pennsylvania Act 89 which provided funding to support programs of auxiliary services for the children in non-public schools, grades one through twelve. These auxiliary services included remediation in reading and mathematics, speech and hearing therapy, and psychological and counseling services.

EDL/McGraw-Hill was awarded a contract to provide auxiliary services for non-public schools in Districts 5 and 6 of Philadelphia, Pennsylvania for the 1976-77 school year. This study evaluates the effectiveness of the EDL Reading/Mathematics Laboratories, which were set up for the non-public school children in Districts 5 and 6 of Philadelphia.

Description of the Sample

The students participating in this program were identified by school administrators as having standardized test scores indicative of learning difficulties. Students ranged from grades one through twelve with the majority in grades three through seven. In general, the children involved in the program were from lower and middle class families. Approximately 50% of the participating students were from minority groups. Most students were found to be one or more years below grade level on standardized achievement tests in reading and math. A small group of students, who were found to be on [illegible] study skills remediation.

Educational Developmental Laboratories
[illegible]

The table below provides a breakdown by subject area of the number of participating students and schools in the two Philadelphia school districts.

TABLE 1

STUDENT ENROLLMENT IN EDL READING AND MATHEMATICS LABS

	District 5		District 6		Total	
	Number of Schools	Number of Students	Number of Schools	Number of Students	Number of Schools	Number of Students
Reading	11	195	13	257	24	452
Mathematics	9	67	9	70	18	137
Total	20	262	22	327	42	589

As indicated in the table, 452 students received remediation in reading, while 137 students received remediation in mathematics.

Procedures

Educational Developmental Laboratories began its services to nonpublic schools in Philadelphia's Districts 5 and 6 on October 7, 1976. Those students identified by school administrators to be in need of remediation in reading and/or mathematics were selected for participation. The Comprehensive Tests of Basic Skills, Form S, Levels C-4 were administered in October, 1976, as the pretest. This test was used in order to determine the appropriate remediation based on individual needs. In order to assess student gains, the test was administered again in May, 1977, as a posttest.

Following the initial screening procedures, students were scheduled into the EDL Reading and Mathematics Laboratories based on an analysis of the results of their standardized tests and on informal teacher inventories. Students were placed into each system at a level slightly below the instructional level indicated, in order to orient them to the procedures of the system and to ensure initial success. As soon as students indicated, by their initial performance, a readiness to proceed, they were individually assigned to activities on a diagnostic prescriptive basis, according to their needs, with appropriate teacher support and emphasis placed on their individual learning rates.

Student progress reports were mailed to the sending schools for three report periods during the school year. These reports were based on teachers' subjective observations, which were supported by evaluative components of the instructional materials.

The Reading Program

Students were scheduled for instruction in the EDL Reading Laboratory two days each week for one and one-half hours per day. The first ten minutes of the instructional period were used for preliminary warm-up drills involving activities with the Tach-X® and Controlled Reader®. These exercises were designed to increase students' skills in visual discrimination and perceptual accuracy. The balance of each session was used for building skills in reading and listening comprehension, and for acquiring skills in the content areas of social studies, science and library reference. An opportunity was also provided for the expansion and enrichment of vocabulary.

Five program components made up the skill building segment. The Aud-X® program, a sight/sound word attack review program, reinforces understanding of consonants, vowel sounds, syllabication, prefixes, suffixes, unlocking new words and dictionary usage.

The Listening component is a combined tape recording and workbook approach to introduce a variety of listening, reading, and writing skills. A major objective here is the improvement of auditory discrimination skills. Immediate narrator feedback and reinforcement provide the motivation in this auto-instructional small group activity.

The Word Recognition component features the use of the Tach-X projecting words used in context in an instructor-directed activity. Words introduced in other program components are developed further in an attempt to increase and stabilize the students' sight vocabulary.

The Controlled Reader Fluency program is the heart of the program. The story, projected line by line onto a screen, is unveiled in a left-to-right manner as the students continue to develop the kind of directional attack that will yield more orderly perception in reading. Comprehension checks are included in the lesson format in this and all other components. Students log all pertinent data in their own individual student records.

The Study Skills component aims to develop skills and approaches to reading effectively in the content areas of science, social studies and library reference techniques. Step-by-step instruction to students in interpretation, evaluation, organization and reference skills is presented in highly structured written material.

Program materials were organized into multilevels of instruction, structured to allow each student to enter the program at his/her own level and progress at his/her own rate.

The Mathematics Program

Students were scheduled into the EDL Mathematics Laboratory on the basis of poor achievement records and a history of low standardized test scores in mathematics. Each student was scheduled into the center two days a week for one and one-half hours per day.

During each lab session students participated in the learning activities most appropriate to their needs and levels. On every grade level, and for every achievement level, the instructional sequence was the same: from diagnosis through criterion-referenced placement tests and review of prerequisite skills to concept introduction through modeling, key concept development, concept enrichment, practice and reinforcement, application through games to final evaluation.

The mathematics program was designed to aid the teacher in guiding each student through a multicomponent instructional sequence geared to his/her own individual needs.

Selection of Instructors

Laboratory instructors were certified school teachers selected by a committee from among applicants recommended by educators and from among applicants who had responded to advertisements placed in *The Philadelphia Inquirer* and *The New York Times*.

Teachers were provided with an intensive three-week training program conducted by the EDL Teacher Training and Consultant staff. In addition to initial training, teachers were supported by the consultant staff on a continuing basis throughout the school year.

Results

Data were recorded for all students who participated in the study. This consisted of pretest and posttest scores on the Comprehensive Tests of Basic Skills (CTBS). In addition, students' functioning levels, grade equivalent scores based on the level within the EDL program at which a student was capable of working, were recorded. System placement and evaluation components, as well as teacher judgment were used as the basis for determining students' functioning levels. A number of students participating in the program with various learning difficulties had pretest scores on or above grade level. These students were excluded from the statistical analyses.

A pre/post analysis based on the data obtained from the Comprehensive Tests of Basic Skills (CTBS) appears in Table 2; the analysis of students' functioning levels at the beginning and close of the school year appears in Table 3. The total number of students recorded in the analysis of CTBS gain scores is less than the number of students in the functioning levels analysis, since the CTBS analysis included only those students who remained in the program from October, 1976, through May, 1977.

TABLE 2

ANALYSIS OF GRADE LEVEL GAINS BASED ON A COMPARISON OF PRE- AND POSTTEST SCORES OF THE COMPREHENSIVE TESTS OF BASIC SKILLS

	READING		MATHEMATICS	
Grade Level Gain*	Number of Students	Percentage	Number of Students	Percentage
0- .5	116	38	23	24
.6-1.0	67	22	18	19
1.1-1.5	58	19	19	20
1.6-2.0	35	11	18	19
2.1-2.5	17	6	6.	6
2.6-	11	4	11	12
	304	100	95	100

*[illegible]

TABLE 3

ANALYSIS OF GRADE LEVEL GAINS BASED ON A COMPARISON OF FUNCTIONING LEVEL AT BEGINNING AND CLOSE OF SCHOOL YEAR

	READING		MATHEMATICS	
Instructional Level Gain*	Number of Students	Percentage	Number of Students	Percentage
0- .5	90	20	35	25
.6-1.0	150	33	31	23
1.1-1.5	115	25	30	22
1.6-2.0	57	13	15	11
2.1-2.5	23	5	19	14
2.6+	17	4	7	5
	452	100	137	100

*Achieved over seven and one-half months

As indicated in Table 2, 40% of the participating students made gains of more than one school year in reading, while 57% of the students made gains of more than one school year in mathematics. These gains are especially impressive in light of the relatively small gains commonly made by these remedial students in previous school years.

Table 3 indicates that 47% of the students achieved instructional level gains in reading of more than one school year and 52% of the participating students achieved instructional level gains of more than one school year in mathematics.

Table 2 reveals that 30% of the students achieved gains from 1.1 to 2 years in reading, while another 10% achieved gains above 2 years. The instructional level gains analysis presented in Table 3 correlates significantly, showing 38% and 9% respectively for the same gain categories.

In mathematics. Table 2 demonstrates that 39% of the students achieved gains from 1.1 to 2 years, while another 13% achieved gains greater than 2 years. The instructional level gains analysis (Table 3) correlates significantly, showing 33% and 19% respectively for the same gain categories.

The number of students achieving their expected grade levels, as indicated by both the final instructional level and by the CTBS posttest scores, were computed. Reading students achieving their expected grade levels were at 16% in the functional level analysis and at 10% in the CTBS analysis. Mathematics students achieving their expected grade levels were at 23% in the functional level analysis and at 14% in the CTBS analysis.

An analysis of mean gains on regressed scores achieved by the students participating in the EDL Reading Mathematics Laboratories was computed. Test scores were converted to regressed scores because students in this sample scored predominantly below the mean. When a sample is selected because of its relative position below or above the mean for the theoretical population, it must be assumed that extremely low scores will be lower than the true score for the individual and high scores will be higher than the true score (a statistical phenomenon). The true score is, of course, the measurement of concern. Therefore, if a sample is selected because it is below the established population mean, as was the sample in the present study, a correction must be made on entry scores since scores on a subsequent testing would be expected to regress toward the population mean. The amount of this regression is a function of test reliability and the distance of an individual score from the population mean.

Therefore, each entry reading score was converted by this method to a regressed score in order to avoid the possibility of confusing the gain due to the regression effect with the students' legitimate gain due to treatment (reading or mathematics instruction).

In Table 4 below, mean achievement gains, which were achieved over seven and one-half months, are compared with a gross estimate of projected yearly gains. The estimate of projected yearly gains is equal to the ratio of the average regressed grade equivalent to the actual grade level placement.

TABLE 4

COMPARISON OF MEAN GAIN WITH PROJECTED YEARLY GAIN

	READING		MATHEMATICS	
Grade	Mean Gain*	Projected Yearly Gain	Mean Gain*	Projected Yearly Gain
2	.8	.7	1.2	.9
3	.8	.6	1.4	.6
4	.8	.7	.9	.8
5	1.0	.7	.9	.7
6	.7	.6	1.2	.7
7	.6	.7	1.7	.8
8	1.1	.8	2.0	.5
10	1.2	.9	—	—
11	1.4	.8	—	—

*On regressed scores over seven and one-half months

As evidenced in the table, the mean gains realized by students participating in EDL Reading/Math Laboratories exceeds projected yearly gains. The only exception is the seventh grade reading students whose projected yearly gain is 0.1 greater than the mean gain. These results suggest that students have improved their yearly achievement gains in reading and mathematics as measured by the Comprehensive Tests of Basic Skills.

In addition, reading students in grades 8, 10, and 11 succeeded in making gains greater than those expected for average students. (A gain of 10 months or 1.0 is expected within one school year for the average-

NEW CENTURY EDUCATION CORP.—FOUR REPORTS ON ONE CITY'S ACHIEVEMENT DATA USING NEW CENTURY PROGRAMS IN SECONDARY SCHOOLS, PLUS RESULTS FROM AN APPALACHIAN DEMONSTRATION PROGRAM

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Arlington, Texas 76011
Telephone (817) 265-1596

RESEARCH AND EVALUATION REPORT - MATHEMATICS*
Kansas City, Kansas

During the 1976-77 school year, 692 students in grades 3-9 in the Kansas City, Kansas Public Schools Title I program participated for one semester in the New Century Math Achiever Learning Centers. The Stanford Achievement Test was used in pre- and post-testing all students. The results are tabled below.

Grade	N	Pre-Test G.E.	Post-Test G.E.	Gain (Months)	Gain Ratio
3	81	2.2	3.2	10	2.5
4	111	3.0	3.8	8	2.0
5	124	4.0	5.0	10	2.5
6	95	4.3	5.2	9	2.3
7	186	4.8	5.3	5	1.3
8	65	4.7	5.5	8	2.0
9	30	5.2	5.9	7	1.8
Total	692	4.0	4.8	8	2.0

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*Source: Walter L. Davies, Assistant Superintendent in Charge of Instruction, Kansas City Public Schools

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RESEARCH AND EVALUATION REPORT - READING, SECONDARY*
Kansas City, Kansas

During the 1977-78 school year, 1765 students in grades 6-12 in the Kansas City, Kansas Public Schools Title I program participated for one semester in New Century Verbal Skills Reading Learning Centers. All students were pre- and post-tested using the Stanford Achievement Test. The time between tests each semester was 4 months.

Grade	N	Pre-Test G.E.	Post-Test G.E.	Gain (Months)	Gain Ratio
6	174	4.1	4.8	7	1.8
7	646	4.6	5.2	6	1.5
8	271	4.9	5.3	4	1.0
9	185	4.7	5.4	7	1.8
10	402	5.8	7.0	12	3.0
11	58	5.6	6.3	6	1.5
12	29	5.6	6.1	5	1.3
Total	1765	4.9	5.7	8	2.0

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*Source: Walter L. Davies, Assistant Superintendent in Charge of Instruction, Kansas City Public Schools

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RESEARCH AND EVALUATION REPORT - MATH, SECONDARY*
Kansas City, Kansas

During the 1977-78 school year, 778 students in grades 6-12 in the Kansas City, Kansas Public Schools Title I program participated for one semester in New Century Mathematics Learning Center utilizing the Math Achiever Curriculum. All students were pre- and post-tested using the Stanford Achievement Test. The time between tests each semester was 4 months.

Grade	N	Pre-Test G.E.	Post-Test G.E.	Gain (Months)	Gain Ratio
6	102	4.3	4.9	6	1.5
7	407	5.1	5.7	6	1.5
8	116	5.0	5.8	8	2.0
9	57	4.9	5.7	8	2.0
10	62	5.7	6.8	11	2.8
11	23	5.8	6.7	9	2.3
12	11	5.5	6.2	7	1.8
Total	778	5.0	5.7	7	1.8

*Source: Walter L. Davies, Assistant Superintendent in Charge of Instruction, Kansas City Public Schools

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RESEARCH AND EVALUATION REPORT - COST-EFFECTIVENESS*
READING AND MATHEMATICS
Kansas City, Kansas

During the 1977-78 school year, gains and costs were tabulated for the traditional Title I small group tutorial program (pull-out instruction utilizing a 5:1 student-teacher ratio) and New Century Learning Center programs at both elementary and secondary levels. Analysis of the data tabled below shows New Century to be far more effective in terms of cost per month of gain, as well as cost per student, at both elementary and secondary levels. Note that the tutorial and New Century elementary programs were full year, while the New Century secondary programs were one semester in duration.

Table I - Reading

	N	Gain (Months)	Gain Ratio	Cost/ Student/ Year	Cost/ Month's Gain
Tutorial	718	14	1.8	$357	$20
NC - Elementary	1871	10	1.3	$169	$13
NC - Secondary	1765	8	2.0	$126	$ 6

Table II - Math

	N	Gain (Months)	Gain Ratio	Cost/ Student/ Year	Cost/ Month's Gain
Tutorial	375	13	1.6	$357	$22
NC - Elementary	1375	12	1.5	$169	$11
NC - Secondary	778	7	1.8	$126	$ 7

*Source: Walter L. Davies, Assistant Superintendent in Charge of Instruction, Kansas City Public Schools

Education Demonstration Program Helps Improve Students' Reading, Math Skills

Reading and math labs work through a tape cassette system with students listening over headphones. They work on an individual basis at their own speed.

The story of Johnny who gets through high school without being able to read well enough to make it in the business world, or Jane who has a high school diploma but can't comprehend math sufficiently to pass college entrance exams, is becoming all too familiar to many students, parents and educators.

Helping the student who has difficulty developing math and reading skills through the standard classroom setting is the goal of a demonstration project sponsored by the Appalachian Council of Governments.

Basic math and reading laboratories are serving 850 students in six schools in Anderson and Oconee counties. Begun in the 1976 school term, the labs are designed to allow each student to progress at his/her own rate. The emphasis is on individual training and motivation.

Many of the students had fallen behind in other courses simply because their basic reading and math skills were not sufficient; others were not working on the same level as their classmates because the classroom pace was too fast or too slow to keep their interest. At the beginning of the school term, students were tested to determine their reading and math abilities. Those students who were below the level expected for their grade were given the opportunity to participate in the lab program.

Students get their own materials for each day's lesson as soon as they enter the classroom.

Each student has a workbook to chart his or her progress on a daily basis. Immediately upon entering the classroom, the student collects the material he or she will need to complete the day's lesson. Each student has a headphone and listens to the lesson over tape cassettes which follow the workbook material.

When the student completes a lesson, the lab teacher or aide checks the work and the student is told immediately if he/she can move up to another level or must repeat the same lesson. The students spend one class period, five days a week, in the labs.

Motivation is the key to the success of the program. As one teacher said, "Many of these students were falling behind in their reading or math work simply because of a lack of motivation. When a classroom teacher has 30-35 students, it is impossible to give each the individual attention he or she may need. Many students feel frustrated and stop trying."

Students earn points for successfully completing lessons in their workbook. When receiving each 10 (or 12 depending on the school) points the student has his/her photo made and displayed and earns a 'day off' to spend in what is called the 'interest center'. Each interest center has materials appropriate to entertain the age group of the students involved. That might be records, slide shows, books, puzzles, games, an aquarium or crafts.

Certificates are awarded to students as they pass certain milestones in the program, such as when they earn 30 points. Incentives may also include having a photo made with the school principal or with parents, or a special treat from the teacher.

Math laboratories are in Seneca Junior High (Oconee County) where teacher Beth Croft has 7th and 8th graders, in McDuffie High School (Anderson District Five) where teacher Pam Williams works with 10-12th graders, and in Wren Middle School in Piedmont (Anderson District One) where 5th and [illegible] graders are taught by Lethea Bracken.

Reading labs are in South Pine Elementary School in Walhalla with kindergarten through fifth grade students under the direction of Louise Towe; in Hanna High School (Anderson District Five) with 10-12th grade students working with teacher Dyann Calvo; and in Palmetto Middle School in Willamston (Anderson District One) with teacher Becky Sears teaching 7th and 8th graders.

All the teachers are served by Susan Anderson, hired by the project to coordinate the programs and assist teachers with getting materials and keeping the equipment operating. Each teacher also has a classroom aide to help with the lab.

"Teachers in other courses are already seeing improvement in the reading abilities of students in our labs," stressed Louise Towe. "We are having no discipline problems. The students come in quietly, check their progress sheets to see what tapes they need for the day, get their materials and go right to work. They have become highly motivated. They compete with each other and want to do well to earn those points. Each student is working on his/her own level, so they aren't bored with the material."

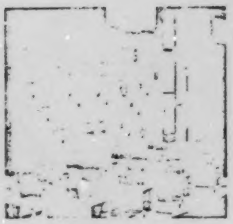
Teacher Beth Croft echoes Towe's enthusiasm for the program. "Working at their own pace relaxes the students. The only people who know if that student is reading at a first or tenth grade level is the student and the teacher. Of course, all the students know when someone is making progress and earning points. The students love the equipment," explained Croft. "They are learning through interesting material on subjects such as ecology and sports. The tape might be about a cattle rancher and the problems he faces which must be solved through using math. The person on that tape will actually talk like a cattle rancher, complete with a Texas drawl. All the tapes were made by actors and actresses."

A student in Dyann Calvo's reading lab spoke excitedly about the program. "I know this program is making me smarter. It's easier for me to learn here than in other classrooms. Instead of moving ahead with the class, I can work at my own speed. If I understand, then I might move ahead quicker; some things take a little longer. You're not always waiting for others to catch up or trying to catch up yourself."

Calvo herself has found the program to be "very interesting to the students. Because each student is working with a tape and his/her own workbook, I am free to help those students who need extra personal attention. We have one reading series on 'People Who Made America Great'. The students love it. It also gives them history in an interesting format. And the series includes heroes and important Americans — such as blacks and women — who are often omitted from regular history books."

Lethea Bracken at Wren Middle School finds her students "bring their friends in to look at the equipment. We post their photos and certificates for getting points on the school bulletin board. Between classes and at breaks, the hall is crowded with my students and their friends admiring the board. I taught many of these students before this program started and I know some of them were discipline problems. Now in these lab classes, they aren't problems at all. I never have to tell them to go to work."

The material and equipment for the labs were developed by New Century Education Corporation.



'Competence Plus Certificates' are part of the program's motivation element

The Council of Governments secured funding from the Appalachian Regional Commission and is now seeking second year continuance of the programs. Each lab teacher received extensive training from New Century, along with the principals of each participating school. The schools were chosen when their superintendents volunteered, during a meeting with Council of Governments' officials, to participate in the demonstration project.

This project is the first of its type in the 13 state Appalachian Region and is being closely evaluated for possible expansion in other Appalachian states.

When the 'help' arm goes up, teacher Louise Towe knows a student needs assistance. Having time to give individual attention is one of the best parts of the program, she says.

RANDOM HOUSE, INC., EDUCATIONAL SYSTEMS DIVISION

ACHIEVEMENT RESULTS: REPORT ON ONE CITY'S EXTENSIVE USE OF THE HIGH INTENSITY LEARNING SYSTEM PLUS READING WORLD ARTICLE REVIEWING SEVERAL OTHER CITIES' EXPERIENCES WITH SUCH PROGRAM

RESEARCH REPORT: Omaha Project

INTRODUCTION

The Omaha project is particularly important in the ongoing assessment of the curriculum design known as High Intensity Learning Systems--Reading because of its scope. Omaha provided a large population representing three major disadvantaged minorities (Black, Mexican American and White) covering most grade levels in 30 urban schools. For assessment purposes this scope provided the kinds of controls and large sample size needed to demonstrate definitively the conclusion of the designers of the curriculum:

1. That intensive, quality instruction offsets the psychosocial effects on reading achievement of racism and poverty.
2. That intensive instruction derives from the systematic application of basic learning principles.
3. That replacing one publisher's materials with another's is not a curriculum change. Curriculum redesign requires an efficient and humane redeployment of human, instructional, physical and fiscal resources in the school to reach operationally defined instructional goals.
4. That systems approaches to curriculum design can be designed, delivered and implemented at a cost effective level superior to "programs" (publisher's materials) currently being used. Such a systems approach allows each student to learn what he needs to learn, in his unique way, at a learning rate and level unique to him.
5. That average non-specialist teachers can be trained quickly and inexpensively to operate such a cost effective curriculum based on behaviorally defined objectives in an accountability mode.

6. That disadvantaged children can make at least a year's growth in reading in a year's instruction.
7. That American public school educators can change their basic perceptions of the teaching learning process.

Results from a northern New York community demonstrated that this curriculum works equally as well with upper middle class children as with disadvantaged children. Results from Florida showed gains in vocabulary and comprehension to be of equal magnitude for disadvantaged (Title I) and middle class children. Results from Appalachia with severely deprived rural children who ordinarily show less than a half year gain in a full school year showed 1.47 years gain in 90 instructional hours (half a year) measured after the 2-month summer recess. Data from all over the country demonstrated what schools could do if they truly redesigned curriculum instead of buying another new package of basal readers, kits, or machines. But in most cases, these data derived from a seven-school project here, a one-school project there. No matter how consistent the results, skeptical critics justifiably eyed each result as a "special case."

The Omaha Project eliminates the "special case" criticism. In 1971-1972, a school system-wide application of 30 High Intensity Learning Centers for thousands of inner city children provided data that allowed control of teacher variable and school atmosphere, providing data drawn from "real world" curriculum redesign, free of the "special case" bias.

To insure a conservative assessment of the curriculum, each student was pre and post tested at his appropriate reading level, the pretest level at which he scored between ±2 standard deviations. This technique reduced the regression to the mean effect; since the students were all underachieving, disadvantaged, Title 1 subjects their post test scores would otherwise have been inflated by test error biased toward the mean. All testing was done by the school system's assessment personnel independent of the originators of the curriculum. All testing was done with the Gates McGinitie Forms B through E.

Certain statistical techniques used by the researcher allowed for control of "teacher-school effect." In fact, the amount of gain due to this effect in each Center is reported below.

This report describes the results of the work done by the Omaha Public School staff which implemented and supervised the High Intensity Learning Systems--Reading.

Ron Meyer, Director of the Omaha Reading Clinic led that staff. Elwanda Deason and Sally Jones supervised the curriculum redesign. This team of dedicated educators implemented the program, supported it, and parlayed the first 27 Centers into over 50 operating installations. An unusual quality of leadership was displayed by Dr. Owen Knutzen, Superintendent of Omaha's Public Schools and Dr. Craig Fullerton, Assistant Superintendent for Instruction; not only did they support the Reading Clinic staff, but they stood behind the decision of the Omaha Public Schools' Title I Director, Robert Davis, who was willing to risk most of his federal funds on the project. In my own work in hundreds of school systems I have never met a more facilitating, cooperative and dedicated top administration.

Dr. Lloyd Texley coordinated the incredible job of administering tests, collecting and collating the results into one of the finest student data banks in the country. Thirty teachers, many of them fresh from the university, others with as much as 40 years' experience, suffered through the first months of implementation. My own staff, Dr. Joan Hyman, Brenda Clavon and John Bednarik executed the original staff training and implementation. Random House, Inc., Steve Berner, Vice President and Robert Knox, Manager of the Educational Systems Division made it possible for me to bring to fruition the results of a decade of university research and experimentation.

High Intensity Learning Systems continues to be modified and expanded. A nation-wide system for updating the instructional materials as publishers produce newer and better programs is finally in operation. A series of techniques for more efficient classroom management is in development. Expansion of the curriculum into mathematics is underway. But Omaha, Nebraska, in 1971-1972 was the crucial place and time that established once and for all that America's disadvantaged children can learn to read in spite of the effects of racism and poverty.

New York City S. Alan Cohen, Ed.D.

December, 1972

SUMMARY OF OMAHA PROJECT

Treatment

HILS--Reading for one class hour daily for 4 1/2 months.

Population

Results based on 2, 102 inner city, severely disadvantaged, Title I children, Black, Mexican American, White in 28 schools of a mid western city. All students participating in the project had pre test scores in reading at or below the 30th percentile.

Grade	Number of Children
3	46
4	429
5	493
6	433
7	308
8	163
9	113
10	52
11	61
12	4

Expected Gain

For this disadvantaged population:

1/2 year gain for one full year of instruction.

(For a middle class population:

one year gain for one full year of instruction.)

Expected Gain In This Study

For this disadvantaged population:

about .25 year gain in .45 year of instruction.

(For middle class population:

.45 year gain in .45 year of instruction.)

Actual Gain For All The Students After 4 1/2 Months In HILS

(Expected gain is 2 1/2 months.)

28%	showed expected gain or below
68%	showed gains above expectancy

22%	showed 1/2 to one full year's gain in 4 1/2 months of instruction
42%	showed 1 full year or more gain in 4 1/2 months of instruction

24%	showed more than 1 1/2 year's gain in 4 1/2 months of instruction
14%	showed more than 2 year's gain in 4 1/2 months of instruction

At Grade 3...

11%	showed expected gain or below
78%	showed gains above expectancy

30%	showed 1/2 to one full year's gain in 4 1/2 months of instruction
48%	showed 1 full year or more gain in 4 1/2 months of instruction

20%	showed more than 1 1/2 years' gain in 4 1/2 months of instruction

At Grade 4...

24%	showed expected gain or below
66%	showed gains above expectancy

25%	showed 1/2 to a full year's gain in 4 1/2 months of instruction
51%	showed 1 full year or more gain in 4 1/2 months of instruction

18%	showed more than 1 1/2 years' gain in 4 1/2 months of instruction
8%	showed more than 2 years' gain in 4 1/2 months of instruction

At Grade 5...

27%	showed expected gain or below
67%	showed gains above expectancy

28%	showed 1/2 to one full year's gain in 1/2 months of instruction
39%	showed 1 full year or more gain in 4 1/2 months of instruction

20%	showed more than 1 1/2 years' gain in 4 1/2 months of instruction
9%	showed more than 2 years' gain in 4 1/2 months of instruction

At Grade 6...

23%	showed expected gain or below
73%	showed gains above expectancy

19% showed 1/2 to one full year's gain in 4 1/2 months of instruction
53% showed 1 full year or more gain in 4 1/2 months of instruction

33% showed more than 1 1/2 years' gain in 4 1/2 months of instruction
19% showed more than 2 years' gain in 4 1/2 months of instruction

At Grade 7...

32% showed expected gain or below
60% showed gains avove expectancy

17% showed 1/2 to one full year's gain in 4 1/2 months of instruction
43% showed 1 full year or more gain in 4 1/2 months of instruction

31% showed more than 1 1/2 years' gain in 4 1/2 months of instruction
23% showed more than 2 years' gain in 4 1/2 months of instruction

At Grade 8...

33% showed expected gain or below
61% showed gains above expectancy

15% showed 1/2 to one full year's gain in 4 1/2 months of instruction
46% showed 1 full year or more gain in 4 1/2 months of instruction

28% showed more than 1 1/2 years' gain in 4 1/2 months of instruction
19% showed more than 2 years' gain in 4 1/2 months of instruction

At Grade 9...

47% showed expected gain or below
51% showed gains avove expectancy

27% showed 1/2 to one full year's gain in 4 1/2 months of instruction
24% showed 1 full year or more gain in 4 1/2 months of instruction

13% showed more than 1 1/2 years' gain in 4 1/2 months of instruction
10% showed more than 2 years' gain in 4 1/2 months of instruction

At Grade 10...

40% showed expected gain or below
49% showed gains above expectancy

10% showed 1/2 to one full year's gain in 4 1/2 months of instruction
39% showed 1 full year or more gain in 4 1/2 months of instruction

27% showed more than 1 1/2 years' gain in 4 1/2 months of instruction
25% showed more than 2 years' gain in 4 1/2 months of instruction

At Grade 11...

50%	showed expected gain or below
45%	showed gains above expectancy
10%	showed 1/2 to one full year's gain in 4 1/2 months of instruction
35%	showed 1 full year or more gain in 4 1/2 months of instruction
22%	showed more than 1 1/2 years' gain in 4 1/2 months of instruction
20%	showed more than 2 years' gain in 4 1/2 months of instruction

At Grade 12... (N too small)

The Average Growth*

The average grade level growth for all grades in 4 1/2 months of instruction was 8.7 months, almost double the expected growth if the students had been middle class--over 3 1/2 times the increase in growth over what is usually achieved by Title I inner city children.

Sixth graders showed the highest average growth of 11 + months in 4 1/4 months.

S Sixth graders showed about 10 + months average growth in 4 1/2 months.

Third graders showed almost 10 months average growth in 4 1/2 months.

Fourth, fifth and eighth graders showed over 8 months growth in 4 1/2 months.

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* All data reported is statistically significant beyond the .01 level of confidence.

DESCRIPTIONS OF RESULTS

Table I shows the data combined over 30 Centers, 2102 students, displayed by grade levels. The average gain for all students, in all Centers, at all grade levels was .87 of a year after .45 of a year's instruction, one class hour per day in the High Intensity Learning Systems--Reading. That represents almost double the expected gain for average students and over three times the expected gain for the Title I students in this school system.

In Grade 3, the average gain for 46 third graders across three Centers was about a full year (.99) in .45 of a year's instruction. That is more than double the expected gain for average students and almost a 400% increase over the expected gain for disadvantaged students who were selected for this project.

The average gain for 429 fourth graders across 16 Centers was .84 of a year after .45 year's instruction. That represents slightly less than double the expected gain in average fourth graders. For Title I children in this project this represents an increase over expected gain in excess of 330%.

The 493 fifth graders serviced by 17 different Centers and the 163 eighth graders in 10 Centers showed approximately the same gains as the fourth graders.

The largest gains were made by 433 sixth graders in 17 Centers. After .45 year's instruction, the standardized tests showed 1.12 years growth. A close second was the 1.03 years growth in the 308 seventh graders. That, of course, represents over twice the gain expected of average students and over 400% greater gain than would ordinarily be made by the Title I students in this project.

TABLE I: Average Pre, Post and Growth Scores

By: Grade Level after 4 1/2 months of HILS
(1 class hour per day)

Total N (30 Centers)	Total Aver. Gain in Years .87

		AVERAGE SCORES IN YEARS		
Grade	N	Pre	Post	Growth
3	46	2.25	3.24	.99*
4	429	2.68	3.52	.84*
5	493	3.18	4.00	.82*
6	433	4.09	5.20	1.12*
7	308	4.66	5.69	1.03*
8	163	5.35	6.20	.85*
9	113	6.90	7.16	.25
10	52	7.24	7.62	.38
11	61	7.57	8.12	.55

(*P> .01)

TABLE 2: AVERAGE GAINS 4 1/2 MONTHS OF HILS (1 HOUR PER DAY)

All Gains Expressed in Years

Total N (24 Centers) 1922

Total Aver Gain .92

Total Average Gain Per Grade Level Grades 3-9

Grade	3	4	5	6	7	8	9
Gain	.91	.87	.86	1.13	.94	.76	.27
N	46	429	493	433	308	163	50

Total N Per Ctr.	Aver. Gain Per Ctr.	Average Gain in Years for Grade... 3	4	5	6	7	8	9
100	1.73					1.79 61	1.64 39	
61	1.71	1.51 10	1.58 13	2.61 11	1.48 27			
58	1.30	1.21 19	1.02 14	1.53 25				
40	1.24					1.39 .25	.73 3	1.04 12
71	1.18	.66 5	1.25 22	1.24 25	1.17 19			
116	1.08		.97 35	1.03 45	1.26 36			
42	1.05					1.29 15	.92 27	
99	1.01	.74 27	.98 34	1.23 38				
54	1.01					.98 30	.99 13	1.13 11
109	.99		1.00 34	.76 43	1.29 32			
62	.98			.95 15	1.09 17	.81 25	1.52 5	
93	.98		.99 51	.79 12	1.02 30			
121	.95		.83 54	.83 34	1.26 33			

Ctr. No.	Total N Per Ctr.	Aver Gain Per Ctr.	Average Gain in Years for Grade ... 3	4	5	6	7	8	9
N	86	.90	1.08 21	.49 13	1.20 19	1.20 13	.35 8	.92 6	.35 6
O	95	.84		.59 27	.66 36	1.24 32			
P	37	.76	.98 20	.90 3	.43 3	.42 11			
Q	99	.76		.68 24	.67 43	.93 32			
R	118	.76		1.06 23	.75 31	.66 19	.82 26	.42 19	
S	65	.74		.68 16	.75 26	.78 23			
T	116	.67		.48 36	.58 44	.97 36			
U	45	.58					.53 27	.68 17	.10 1
V	117	.50		.49 35	.48 56	.57 26			
W	48	.33					.36 46	-.35 2	
X	70	.14					.52 18	.09 32	-1.25 20

The test results in Grades 9-11 show gains at or above expectancy for this Title I population, but the testing was most unreliable due to the poor ability of the particular level of the Gates McGinitie Reading Test used to discriminate at that grade level. Since data for Grade 12 were based on only four students, the results were not charted in Table I. (Those results showed .98 gain in .45 years--over double the expectancy for average students and four times the expected gain for these Title I students.)

Table 2 presents the data by Center and by each grade in each Center. It is based on 1922 of the 2102 in the total project population, covering Grades 3-9 in 24 of the 30 Centers. Six Centers (180 students) were excluded from this table because of incomplete data, low N's and unrealiable test data. The Grade 9 results in five Centers (50 students) is relatively unreliable. Small N's of six (Center N) and one (Center J) cannot be taken as a reliable index of the treatment effect. The average loss of -1.25 years for 20 ninth graders in Center M is an indication of the unreliability of the test level used to assess the treatment effects in the high school. The -.35 loss in the two eighth graders in Center W is probably accurate. Two students could have scored less on the post test compared to their pre tests. Minus scores, of course, represent no practical gain, not "real" losses.

Beyond these cells, only 32 eighth graders in Center X showed an average gain less than expectancy. In every other cell of Table 2, even in the "weakest" Centers, the average gains not only exceeded what would have been expected of these students (.25 years gain in .45 years instruction), but exceeded what would have been expected of average, on-grade level achievers (4 1/2 months gain in 4 1/2 months instruction).

By using Tables 1 and 2 together, the reader can compare average gain at a grade level within any Center with the average gain of that grade level across all the Centers. For example, in Center I, the 30 seventh graders had an average gain of .98, almost a full year's gain in 4 1/2 months. Table 1 shows 1.03 as the average gain for all seventh grades in all the Centers, indicating that this Center did almost as well with its seventh graders as the average for all eleven Centers servicing seventh graders.

The total average gain for all grades in all 24 Centers in Table 2 is .92 in .45 years of instruction. The .92 figure allows the reader to compare each Center's average gain for all grade levels serviced by that Center with average gain for all 1922 students. For example, the average gain for 61 seventh graders and 39 eighth graders in Center A was 1.73. This is significantly greater than the .92 average gain for the total population. This indicates that Center A was markedly more effective than most other Centers.

Teacher-School Effect (Accountability)

Controversial and threatening as it is to the profession, accountability need not be an illusive quality based on whim or prejudice, for this study produced a valid, objective assessment of teacher-school effect. Who is to be held accountable for these effects is an administrative decision, although tradition does dictate a teacher-to-principal-to-superintendent chain of command. Teacher-school effect was measured in two separate, independent methods that produced a mutual validity check. The first method was a supervisory staff assessment of "constraint." The second method was a sophisticated statistical analysis of test results performed by a researcher who had no knowledge of the constraint measurements or the schools involved.

Constraint Measures: During the 4 1/2 months of the HILS program, teachers were asked to list a summary of constraints that interfered with optimal systems operation. Those constraint reports were discussed among the supervisory staff and project director. The two project supervisors also submitted a constraint report and a final constraint chart was formulated by the project director.

Nine categories of constraints were compiled. Those categories are the key to interpreting the Constraint Profiles below.

Constraint Categories

1. Space
2. Administration problems or continuity
3. Teacher training
4. Teacher limitations in being unable to use the management system as designed
5. Materials late or unmodified
6. Furniture unavailable or unsuitable
7. Scheduling or student availability
8. Student attitude or unrest unrelated to the Hilinc program
9. Classroom teacher attitude towards the Hilinc program.

Interpreting Constraint Profiles: The column headings, numbers one to nine, in the profiles below represent the nine Constraint Categories. The values in each cell are interpreted as follows:

Constraint Rating Scale

No entry indicates no interference with the system from this category of constraint possibilities.

1 indicates a low grade nuisance problem that did not directly cause loss in total time of student participation but caused frustrations, indirect time loss, and need for problem solving time.

2 indicates a medium grade interference that caused estimated maximum of 20% loss of participation in the learning process.

3 indicates a high grade constraint that served as an immediate cause in delay or program interruption or inefficiency that caused more than 20% reduction in student participation in the learning process.

Thus a rating of 1 in column 7 for Center P7 indicates a "low grade nuisance problem" involving the category "scheduling or student availability".

The column marked Rate indicates the project director's subjective judgement of each Center's level of function using the same three-point rating scale. The rating 0 indicates an ideal level of function. The rating 3 indicates considerable interference by constraints in the project director's opinion.

Using Center O as an example to interpret the Constraint Profile, the rating 1 in column 2 indicates a low grade interference due to administration problems. The same low grade interference was caused by the unavailability or the lack of suitability of classroom furniture. A 2 rating in column 5 indicates moderate problems with delivery or modification of instructional materials. There was maximum interference (rating 3) due to poor management of the Center by the teacher (column 4). The total number of constraint points is 7. The project director rated over all functioning of the Center as 3 indicating that students last more than 20% of available participation time because of the constraints.

Center C shows three low grade constraints in materials availability, furniture and scheduling problems. But the outstanding job by the [illegible] overrode these constraints causing the project director to score a near ideal level of functioning.

HIGH INTENSITY LEARNING CENTERS CONSTRAINT PROFILE

Center #	1	2	3	4	5	6	7	8	9	Total	Rate
P		1		2	1	1	1			6	2
T	1	2		1	1	1	1		1	8	1
Q		1		2	1			1		5	2
F	1			1	1	2	1			6	1
J	2			2	1	1	1			7	2
S	1				1	1	1	1	1	6	1
B	1				1	1	1			4	0
I	1			1	1	1	1			5	1
O		1		3	2	1				7	3
E	2				1	1	1	1		6	1
N	1	2	1	1	1	1	1		1	9	2
M	2	1		1	1	1				6	1
K	1			2	1	1	2	2	1	10	3
V	2	1		3	2	1				9	3
R				1	2	1	1			5	1
L	1			2	1	1				5	2
C					1	1	1			3	0

HIGH INTENSITY LEARNING CENTERS CONSTRAINT PROFILE

Center #	1	2	3	4	5	6	7	8	9	Total	Rate
A	2			1	1	1	2		1	8	2
D					1	1	1	1		4	1
G			1	1	1	1	2			6	2
R	2	1		1	1	2	1	1	1	10	3
I	2				1	1	1		1	6	1
W		2		3	1	1	1	2		10	3
W		2		3	1	1	1	1		9	3

TABLE 3

PERCENTAGE OF GRADE LEVEL GAIN OR LOSS ATTRIBUTED TO INTERACTION OF HILS AND TEACHER-SCHOOL EFFECT

Center Number	Grade Lev. Gain or Loss	% Gain or Loss	P
A	+.99	+57	.0000
B	+.77	+45	.0000
C	+.37	+28	.02
D	+.33	+27	.01
E	+.29	+25	.05
T	-.31	-35	.01
U	-.33	-38	.08
V	-.49	-56	.000
X	-.54	-62	.0004
W	-.71	-82	.0001

The rank of each Center according to grade level gain or loss in Table 3 follows exactly the rank order of Centers in Table 2. But Table 3 shows exactly how much of the average growth per Center in Table 2 is accounted for by teacher-school effect. Note, teacher-school effect cannot be separated from the High Intensity Learning System, so that the most accurate interpretation of Tables 2 and 3 together must be stated in such form as:

"Using a High Intensity Learning System pedagogy in Center A, .99 of the 1.73 average growth--about 57% of the average gain--is accounted for by the interaction of High Intensity with teacher-school effect."

If, for example, Mr. Smith's personality is "warmer" than Miss Jones', and Smith ran Center A while Jones ran Center V, and those personality traits were in fact the main components of teacher-school effect, then .99 of the 1.73 gain in Mr. Smith's Center was the effect High Intensity has when Smith used that pedagogy.

On the other hand, .49 loss was the effect of Jones' personality when she ran a High Intensity Learning Center, leaving a .50 gain after her personality took its toll. The data in Table 3, however, do not tell us exactly what the factors were in teacher-school effect. For that information, we must analyze the constraint measurements presented below. Those constraint measurements already tell us that the major components of teacher-school effect in Centers W and X were tests that could not detect gains.

The "System" and Teacher-School Effect

One of the ultimate tests of a "systems approach" to any endeavor is the attempt to skew the results so that a minimum level of negative results is attained regardless of personality variables. Specifically, in education, a "true" system insures a certain level of results regardless of teacher-school effect. In a sense, a systems approach to instruction reduces teacher-school variability in one direction (negative) only, leaving variability open in the positive direction. Tables 2 and 3 show this "systems effect" dramatically. The "worst" Centers (T, U, V) had .67, .58 and .50 average years gain in .45 years. This is not only above national norm expectancy of .45, but significantly above the .25 gain usually reached by this school population. In other words, given a teacher-school effect with HILS that cut .31, .33 and .49 off the mean gain that the 2102 students as a total group made, the students in the "worst Centers" still achieved above expectancy. At the other extreme, given a system that reduced variability at the lower end (below the average gain for the total population of 2102), the same system opened up the upper end where teacher-school effect with HILS increased average gain from .29 to .99 years above what the total population average showed. In a sense, the systems approach accomodates individual teacher-school differences, but reduces the "negative" effects of these differences.

Constraint Measurements Compared to Teacher-School Effect

How did the statistical analysis of teacher-school effect compare to the Constraint Profiles? The average Rate score for the five most effective Centers shown in Table 3 was less than 1 (actually .80), while the average Rate score for the five least effective Centers was 2 1/2. Thus, the Constraint Profiles drawn independently of the statistical analysis of the standardized test results reflected in Tables 1 to 3 appear to be an accurate predictor of Center success. Furthermore, the Profiles indicate that the teacher's management role (Category 4) is the most important factor in the statistical analysis of teacher-school effect with school administration a second most potent factor.

The regular classroom teacher's attitude (as distinct from the High Intensity Learning System teacher) had little effect. When student unrest was high it had a relatively strong influence on the teacher-school effect, but only when the teacher management (Category 4) was poor. Furniture, materials and scheduling (Categories 5,6,7) were annoying but less of an influence on teacher-school effect.

By far then, the Center teacher seemed to make the difference in Table 3 with administration second, and all other categories of less importance.

Effect of Pre Test

Are the differences in results accounted for by differences in socio-economic level or other factors that influence test scores? If one Center or grade showed greater gains, could it have been due to the fact that to begin with (pre test), that Center or grade had a higher or lower pre test score? If final scores are influenced by better home or school conditions, slight differences in socio-economic level or previous years' experiences, then certainly pre test scores would be similarly influenced. Regression coefficients indicate no difference in results due to differences in pre test scores. In fact, regression coefficients show that .65 years gain is accounted for by pre test scores in every single school displayed in all the tables. In other words, the Centers with the highest gains did not have a pre test score advantage.

Effect of Grade

Table 5 shows that sixth seventh and eighth graders showed the greatest gains, as much as .20 to .30 of a year greater than the 2102 students as a whole achieved. Fourth and fifth graders seemed to show the lowest gains. This must be interpreted with severe caution. Tables 2 and 3 are a much more realistic view of High Intensity's effect on various grades. Table 5 does suggest that various factors could intervene to vary the effect of High Intensity on specific grade levels. At the present time this researcher suspects that floor-ceiling effects of standardized tests at different levels are reflected in Table 5. Junior high students, specifically grades 6-8, may have had much more room to move on the test norms compared to elementary and secondary school students.

TABLE 5

GRADE EFFECT: DIFFERENCE IN AVERAGE GAIN OF EACH GRADE COMPARED TO AVERAGE GAIN OF TOTAL (2102) GROUP

Grade	N	Amount of years gain... ...above average of total group	...below average of total group	P
6	433	.31		.0000
7	308	.29		.0001
11	61	.21*		.20
8	163	.19		.06
10	52		.02*	.89
3	46		.19*	.40
9	113		.25	.05
5	493		.26	.0001
4	429		.34	.0000

*These figures are not considered statistically significant. They must be assumed to be the result of chance.

Actually, the average gain for sixth graders was 1.1 years in .45 years instruction compared to .87 years gain for the total 2102 students. This finding could have occured by chance in one case out of 10,000, which means that the observed difference of .31 was a reliable statistic. (Note: the computed difference between the average of the total group and the average for a grade level is a statistically adjusted difference rather than a simple arithmetic subtraction.) Risking a six percent chance of the result being a chance finding, seventh graders showed a 1.02 year's gain in 4 1/2 months compared to the .87 gain for all the students.

Grade 9 scores showing an average growth of .25 compared to .87 for the total group is highly misleading. Table 2 shows that two Centers (23 students) showed over a year's gain in 4 1/2 months for their ninth graders. Two more Centers (7 students) showed under .35 growth in 4 1/2 months. One Center of 20 ninth graders showed an average loss of 1.25. This is statistically improbable and indicates, once again, the testing problem in Center X with high school students.

CONCLUSION

The High Intensity Learning System represents an application of the principle that the redesign of curriculum in contrast to simply trying newly published programs is the key to getting the kinds of results presently demanded by taxpayers. Curriculum redesign implies a more cost effective deployment of resources, staff and physical plant--a behavioral definition of instructional objectives, a systematic instructional program that allows each student to learn what he needs to learn, at his level and at his optimal learning rate, using all the instructional resources available to the profession, rather than using X publisher's program.

In this study covering 30 schools and over 2000 students from grades three to high school, the results are dramatic. The project demonstrates, however, that average teachers can be accountable and effective--they can make the dramatic common place. High Intensity Learning shatters the myth that the psychosocial effects of racism and poverty prevent inner city disadvantaged children from making a year's gain in a year of instruction. The fact is that cost effective curriculum design can get more than a year's gain in a year's instruction in disadvantaged populations when the teachers and administrators are willing to invest their energies and egos in curriculum redesign.

INSTRUCTIONAL SYSTEMS IN READING: A REPORT OF THE EFFECTS OF A CURRICULUM DESIGN BASED ON A SYSTEMS MODEL

by S. ALAN COHEN

INTRODUCTION

This paper briefly describes a systems approach to curriculum design in reading. It does not describe a publisher's new program. A system includes any number of programs. It does not describe a way to teach reading. A system includes any number of ways to teach reading. The High Intensity Learning System, which is the technical name for the systems approach described in this report, includes pieces of over 50 different publishers' materials. These materials, the students who use them and the teachers who operate High Intensity Learning Systems are integrated into a new curriculum design for the teaching of reading in grades 1 through 14 by the use of a unique classroom management system and sets of subsystems for designing, delivering and maintaining an individually prescribed learning environment that deploys resources in an efficient and humane manner that generates the results reported below.

METHOD

In simple terms, a systems approach means doing something intelligently, efficiently and humanely. Designing curriculum is an en-

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S. Alan Cohen is the Director and an Adjunct Professor in the Learning and Developmental Disabilities Institute at the State University of New York gineering problem. Solving an engineering problem involves three steps:

1. Defining the goals clearly and operationally, eliminating all ambiguities.
2. Defining the know-how, listing what knowledge and information basic research gives us in order to reach the specified goals.
3. Defining the resources available to apply this know-how in order to reach those goals. Engineering curriculum requires that we define realistically the human, physical and fiscal resources available.

Goals

Professional educators, in general, are masters of jargon. Look at any traditional set of educational goals and you'll find such ambiguities as "self concept," "comprehension," "vocabulary," "good reading," "critical reading." These are constructs. They are words we use to describe real things that real people do in the real world, but as constructs, they do not contribute to precision and clarity. In fact, they obfuscate. The first step in engineering a system to teach reading is to know precisely what we are after, to stop hiding behind ambiguities, and to cease the shop-worn cop out, "Some of the things we try to do can't be defined."

Anything we do as teachers can be defined, if we have the guts to do so. But if we do so, we will be accountable at least to ourselves, and that may be the crucial hidden variable behind some of our colleagues insistence that some things just can't be defined. For to define operationally such ambiguities as "love of literature," or "aesthetic experience," or "understanding a poem" is to force ourselves to face up to what we really mean by these terms – that is, what we personally are responding to when we say, "He understands it!" or "He likes to read fiction," or "He enjoyed that poem." To face this is to face oneself and admit what values each of us personally embraces on a gut behavioral level independent of what we *say* our values are. To define clearly our instructional goals is not only an intellectually trying task, but an emotionally traumatic one that educators have been avoiding for centuries.

Such a definition of instructional goals is an operational description of the specific behaviors sought and the specific conditions under which those operations are expected to occur.

In the systems approach that generated the findings and conclusions described below, a system we call High Intensity Learning Systems – Reading, (HILS) we defined 500 instructional goals or I-O's (Instructional Objectives). These are the operational definitions of reading in the High Intensity Learning System.

The I-O's are words; they are not real. They represent real-world activities that people do. To build a teaching system we had to catalogue all the real-world activities a student might need to do that would allow us to say he has reached a given I-O. To accomplish this huge task, we behaviorally analyzed every item of every line of over 80 different companies' commercially published materials and coded this analysis to the I-O's. So for any I-O, the classroom management system we call High Intensity Learning System can tell the student instantaneously what specific parts of what published materials or what activities he would perform to master that I-O. A teaching system calls these activities "instructional prescriptions."

To operate such a classroom management system requires an ongoing modification of I-O's and prescriptions as new materials are published and as hundreds of teachers using the system create new and better activities. The High Intensity Learning System has designed a nation wide analysis and dissemination system that provides this ongoing system to every teacher operating a High Intensity Learning System. That information dissemination system is now undergoing a major change after five years of testing.

Once this catalogue of I-O's and prescriptions is established, and once the dissemination-delivery system is set up, it is a simple step to design the criterion performance pencil and paper and/or observation* pre-post tests. This is the core of the system: a set of I-O's, coded prescriptions, and pre-post tests of each I-O.

Know How

Briefly, we know that what each learner needs to learn differs from individual to individual. If we administer batches of criterion performance tests for the 500 I-O's to 30 children and assign appropriate prescriptions based on those test results, we will find no two children with the same prescription. In fact, in a study of 2250 children in High Intensity Learning Centers, each child having five prescriptions, not a single pair of children had the same set of prescriptions. Alas, or hurrah! People are that different! Not only do they differ in what they need, but they differ in level at which they can perform an operation under certain conditions. In fact, *one* individual's appropriate level of operation differs when the conditions under which the operation is to be executed are varied. And, of course , the rate of operation differs from person to person. This means that an instructional system must provide a unique curriculum for each learner. Given 30 learners, the most efficient system could provide 30 tailor-made curriculums. An engineering challenge, indeed! But a challenge that can be met in a systems approach to reading instruction.

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*Many valuable reading activities cannot be measured on pencil paper test, but they can be observed.

Basic research tells us again and again that there is no one scope and sequence of learning to read. Different children learn different things, in different sequences, through different modes. A piece of material that works with Johnnie fails with Tom. A book that attracts Peggy repels Bobby. To engineer an instructional system that tailors a scope and sequence to each learner and that provides the learner with whatever he needs the instant he needs it is a challenge, indeed. It is being done now in hundreds of classrooms at a cost effectiveness far superior to more traditional curriculum economics.

We know certain principles of learning will generate dramatic results – such principles as:

1. The Contingency Principle that recognizes that *all* behavior is controlled (not determined) by the consequences of that behavior, and that behavior changes in response to the environment's feedback resulting from previous behavior. No matter what words we use to hide the truth, teaching is essentially the management of stimuli and environmental feedback.
2. The Immediate Feedback Principle that recognizes that the most efficient way to monitor behavior is to provide instant information about ongoing responses to teaching stimuli.
3. The Appropriate Level Principle that tells that optimal motivation occurs when the learner perceives a 50% to 80% chance of getting positive feedback.
4. The Stimulus Control Principle that establishes the necessity of insuring that responses are, in fact, related to the appropriate stimulus conditions – a principle that is violated a dozen times in most reading lessons.
5. The Critical Response Principle that establishes the importance of reinforcing the specific response sought and testing what is reinforced rather that what the student is merely exposed to in a lesson.

These are just a few of the basic principles of learning that must be engineered into practice in designing a systems approach to reading instruction. These principles must be isolated, written out and then applied in the way we design the physical plant, the way we modify the materials and the way we operate the classroom from day to day. Of course it's a huge task, but it is precisely what we mean by systematically designing a curriculum for children.

Resources

A systems approach specifies exactly how much money is available over a period of time to design this kind of classroom. For example, in the High Intensity Learning System we can specify exactly which items in which quantities, set up in which optimal configuration gives us the most cost effective set of instructional material. Over 80 different publishers materials, modified into non expendable instructional activities, to last five years will cost $7,000 to $8,000 for up to 200 learners grades 3-12. Grades K-3 cost about $6,500.

A systems approach must include a teacher training subsystem that teaches the average teacher to operate this kind of classroom. For example, the High Intensity Learning Systems – Reading has a High Intensity Learning System – Teacher Training that applies the *same pedagogical* system, applying the same principles of learning to modifying teacher behavior so that three 6-hour days of intensive training and two months supervision turn 85% of classroom teachers into successful pedagogs in this kind of learning enviornment.

Most important of all for the teacher in any system, is a classroom management system that allows one teacher to operate thirty curriculums simultaneously, and that maximizes those unique qualitites that only a teacher can bring to the learning environment while minimizing those activities that are more efficiently and humanely done by sources other than the teacher. These qualities and activities must be identified and designed into the instructional system. For example, in the High Intensity Learning System we have spent years modifying the teacher's role, so that the 1976 version has turned the traditional teacher from a record keeper and dispenser of information, commands and rewards into a manager, companion, tutor and facilitator.

Finally, such a system must build into it a subsystem for delivery, maintenance and improvement.

Can it be done? See the results below. Visit the classrooms across the country where hundreds of teachers are doing it at a cost effective ratio far superior to the feeble attempts schools have usually resorted to under the misnomer of a "change in curriculum."

FINDINGS

The results of a curriculum design for reading based on a systems approach to instruction are reported below in a number of representative (not selected) projects drawn from 247 installations across the country. By the Spring of 1976, the number of these installations will be almost two thousand.

Dependent variables were:

a. Standardized norm referenced test results (politically, if not educationally, important).

b. Number of trade books read (educationally, if not politically, important).

c. Number of specific operationally defined instructional objectives mastered per child and per group (educationally and politically important).

d. Percentage of clock time per instructional hour the students were attending to the prescribed learning activities (technically known as the "P Ratio").*

Test Results

Table 1, pages 164-165, is a summary of results of some of the earlier versions of the systems approach to reading design technically called High Intensity Learning Centers or Skills Centers in its earlier form. The eight projects reported here involved urban disadvantaged children and young adults grades one to 14. The methodology used was an early, and by present standards feeble, attempt to design a systems approach to reading instruction based on skills rather than on behavioral objectives and heavy use of real trade books as currently practiced in the 1972 version of the High Intensity Learning System.

In addition to these projects, Table 2 below reports results in classrooms serving severely disadvantaged fourth and seventh graders in coal mining districts of Appalachia. Post testing was done by a source independent of the school systems or the curriculum designer; the tests used were the Iowa Basic Skills Tests for the seventh graders and SRA Acheivement for the fourth graders. The methodology used was an early version of the High Intensity Learning System, the earliest form based on 225 behaviorally defined instructional objectives.

TABLE 2. Results of High Intensity Instruction in Low SES Fourth and Seventh Graders

School	N	grade	Pre test Mean	Aver. No of Instruct. Hours	Post test Mean
Ha	29	7	4.2	106	6.0
Ap	25	7	5.1	100	6.1
Cl	13	7	5.0	98	6.4
Er	10	7	4.6	under 100	5.1
Er	14	4	2.3	under 100	3.9
Wi	25	4	2.7	102	3.9
Ap	27	4	2.8	104	3.7
Cl	21	4	2.8	100	3.9

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*S. Alan Cohen, *The Taxonomy of Instructional Treatments In Reading: Its Uses and Its Implications As A Classroom Analysis Scheme*. J. of the Reading Specialist, 11:1 (October, 1971), pp. 5-23.

TABLE 1. Summary of Results of Early Versions of High Intensity Learning Centers in Some Projects 1967-1970

SCHOOL OR PROJECT	GRADE LEVEL	TYPE OF POPULATION	RESULTS
Yeshiva University NDEA Institutes, 1966, 1967 1968 Contact: Dr. Alan Cohen	4-9	Severely disadvantaged urban underachievers; 25-1 pupil-teacher ratio, ungraded	1.2 years mean gain in 4 1/2 weeks 2 1/2 hours per day
12 first & second grade classrooms in South Bronx	1-2	Severely disadvantaged urban Puerto Rican children	Mean reading levels on Metropolitan after 5 months: 4 classes a grade level above placement 6 classes on grade level 2 below level
P.S. 148 New York, N.Y. Contact: Principal	5-8	Emotionally disturbed socially maladjusted delinquent boys	1 year mean growth in 4 months. 2 years mean growth over 8 months.
P.S. 1. New York, N.Y.	6	Urban disadvantaged Puerto Rican, Chinese and Black	Mean reading level in March of grade 6 is above 7.0 level for 3rd year in a row.

P.S. 130 New York, N.Y. Contact: Principal, Richard Kramer	3-6	Urban disadvantaged Puerto Rican and Chinese	Aproximately 1 year mean growth in 12 weeks
Roosevelt High School, Bronx New York growth in 12 weeks. Contact: Al Kimmel or D. Fitzgerald	10-12	Urban disadvantaged underachievers entering high school at about grade level 5 achievement. Now in its third year	Approximately 1.2 average growth in 12 weeks.
Westinghouse Voactional High School, Brooklyn, N.Y.	10-12	Urban disadvantaged underachievers entering high school at about grade level 4.5	Approximately 1 year's gain in each 8-week cycle
SEEK Alimac Center, City College of N. Y. Contact: Jerome Skapoff	12-14	Urban disadvantaged community college level.	Pre tests: 8.5 grade level Post tests: 11.2 level in one semester.

These eight classes served the most underachieving children in a severely deprived area where reading achievement gains for such a population ordinarily averaged about .47 per full ten months. Special education categories and low IQ were not controlled, so that this population included a disproportionately high number of IQ's under 80. Over all, in about 100 hours of instruction (an hour per day or less) the average gain was about 1.2 years growth. A second independent evaluation agency re post tested another 250 children from these same schools three months later *after* summer vacation and with no intervening summer instruction. This report showed a 1.47 gain even with the two month summer lay off.

Table 3 presents data on fourth, fifth and sixth graders subjected to the first edition of the High Intensity Learning System based on 500 behaviorally defined instructional objectives, but executed with only 50% of the various instructional materials from different publishers whose programs are coded into this system. The program was implemented in this middle class, suburban, Florida school at a time when it was beginning its first year of desegregation in the fact of a national administration that had just announced its own decision not to force integration in the South. The low IQ groups in the fourth and fifth grade represent those Title I children bussed into the school. Post testing was done after six months of the systems approach to reading.

TABLE 3. Results of High Intensity Learning Systems – Reading in a Newly Desegregated Southern School

			Amount of Gain in 6 months	
Grade	N	IQ Mean	VOCABULARY	COMPREHENSION
4	107	106	8 months	15 months
4	47	92*	8 months	12 months
5	97	111	8 1/2 months	8 1/2 months
6	135	107	9 1/2 months	26 months
6	44	93*	12 months	24 months

*Predicted gain for below average IQ is less than one month for one month's gain.

In less than six months under extreme community duress over the national administration's anti-busing stance, the school desegregated, nevertheless, and the amounts of gain at all levels were still 2 to 24 months above the expected gain. Two findings are of special interest. One is the comparison of gain scores for Title I children with those of non Title I children. In general, they both made equal amounts of gains in the systems approach to instruction. A second finding shows markedly high jumps in vocabulary in the sixth grade classes. Large jumps in vocabulary on standardized tests are rare over short periods of time. But this finding corroborates three other data sources in different parts of the country using a systems approach to reading instruction. In all four instances, the teachers made heaviest use of those instructional activities that stressed the Random House Reading Program, Scholastic book packages, Prentice Hall's One to One – all programs based on heavy reading of hard and soft covered trade books as the basal part of the reading program.

An unusual study of 249 upper middle class, suburban white children, grades one to five in an open space, ungraded elementary school in which the entire school was subjected to High Intensity Learning, generated dramatic gains compared to a comparable group that attended the same school the year before the systems approach was implemented. The pre testing was done six weeks *after* the High Intensity Learning System was implemented in an attempt to eliminate the usual initial growth spurt that occurs when a new program is first implemented. That spurt is often called the Hawthorne Effect. The idea was to try to cancel out as much of the initial growth spurt as possible to project, based on a short period of time, the effect of the systems approach over a long period of time. To make the gains even more conservative, these high achieving children's test scores were severely curtailed by the ceiling effect of the standardized tests, since most of the students ordinarily scored around +1 standard deviation. The 249 subjects represented a one-third random sample of the total school.

Table 4 shows the average gains on the California Achievement Test for each grade level after three months of instruction. Again, considering that the initial six week gains – the largest gains in any new program – are not reflected in these gain scores, the increases in achievement are dramatic. What would the *actual* gains be if pre testing had been done six weeks before, when the systems approach was first implemented? Using the previous year's students as a comparison group in a school with a stable staff, the amount of gains were most dramatic. As usual it is difficult to define what the "ordinary" reading program was like the previous year, except to describe it as what most reading specialists would consider a good program using regular basal readers in some cases, ITA and "individualized" instruction in other cases. Table 5 shows those results after seven weeks of the systems approach that we call High Intensity Instruction.

TABLE 4. Average Gain (in months) for each Grade Level After 3 Months Instruction

CAT	Primary A N = 42	Primary B N = 50	Primary C N = 49	Intermed A N = 53	Interm B N = 55
VOCAB	.79	.36	.33	.50	.15
COMP	.75	.72	.49	.64	.56
TOTAL	.76	.45	.47	.63	.34

TABLE 5. A Comparison of Students in High Intensity Learning Centers for 7 Weeks and Comparable Students not in the Centers at Grade Placement 3.8 and 5.8

	Primary C (3rd Graders)		Intermed B (5th Graders)	
High Intensity	Vocab	Comp	Vocab	Comp
Students	4.8	4.7	7.3	8.0
Non High Intensity Students From Same School	4.1	4.0	6.0	7.0
Difference in Months	7	7	15	12

When we compare the students in 1972 after about seven weeks of High Intensity Learning with the same kinds of students, in the same school, taught by the same staff in 1971, we see huge differences in favor of the newer curriculum.

Perhaps the most valid evaluation of the systems approach comes out of the Omaha Public Schools where they started in 1971 with 19 installations, each serving 150 students from grades three to 12 and by the beginning of the 1972 year had increased the number of High Intensity Learning Systems to 40. In that school system, the systems approach has become the model for curriculum redesign in other areas of the curriculum. Typical of the results there was the 60 day check post test that showed about a year's gain in Title I high school students. The results for three years continue to show similar gains for about 7000 Title I children across all grades.

In primary and intermediate grades in Lansing, Michigan gains averaged 135% of expectancy (s.d. 12.52%. Carroll County Public

Schools report that 12% of Title I under achievers gained two or more years in less than 10 months while another 12% gained 1.5 to 2.0 years gain. Another 30% showed a year's gain.

In Berkeley, California, 11th graders coming into these classrooms at 5th grade reading levels jumped an average of 1.7 grade levels in a year which was three times their expected gain.

Falmouth, Massachusetts reports 1.9 months growth per month for average achievers who ordinarily make a month for month gain.

These results are typical, not exceptional.

Number of Trade Books Read

At the middle school level in Omaha, Nebraska, with Title I children from December 8, 1971 to April 25, 1972, slightly less than 100 children read 3080 books for the national reading record in High Intensity Learning Systems. This is a *selected* instance *representative* of the tendency toward a marked surge in the reading of tradebooks as a result of the systems approach. It is, of course, unique in it intensity. Based on data from five school districts in Virginia, three in New York, one in Nebraska, and one in Florida, the median increase in amount of tradebooks read for children and adolescents in a systems approach to curriculum design in reading is about five times their normal reading. This is true across socioeconomic levels and geographic area (rural, urban, suburban). For example, the local community library in Falmouth, Massachusetts reported an increase of 3000 books taken out by children in the system compared to the previous year.

Number of Instructional Objectives Mastered

On the average, students at any grade level seem to master about 28 new instructional objectives per seven month period. Our impressions are that the number of new instructional objectives that could be mastered per student per year could be increased markedly with more pressure on teachers, but with no appreciable increase on students. We are currently investigating teacher accountability strategies to test this impression.

P Ratio Increases

In a number of studies, some of which are published elsewhere, High Intensity Learning Systems produce P Ratios from 70 to 80% compared to average classroom student participation in learning ratios of 40%. In other words, the systems approach generates about 100% more student motivation (attentiveness to reading tasks) than average classrooms.

SUMMARY

The application of a systems approach to reading instruction has led us to the concept of curriculum design as an engineering challenge. Over eight years of meeting that challenge has finally led us to a deliverable teaching system we call High Intensity Learning. The system is self regenerative, constantly modified, upgraded, and improved. The challenge of designing an individually prescribed instructional reading program that retains the advantages of peer interaction and increases rather than decreases teacher-pupil interaction in a cost effective framework has been met; variations of such a system have already begun to proliferate. The major problem has been to convince publishers, who *really* determine school curriculum, to move beyond their hard sell hucksterism to providing deliverable systems that reach beyond their own product line. That problem is just beginning to be attacked.

CONCLUSIONS

Our work over the past eight years in the development of High Intensity Learning Systems has led to the following conclusions about designing curriculum for teaching reading:

Conclusion 1: Kids are like people; they tend to learn what we teach them.

Restated: If kids do not read well, it is because of how we teach them. It is *not* because they are too rich, or too poor, or perceptually handicapped, or lazy, or anything else.

Conclusion 2: Defining a problem before we try to solve it is an intelligent way of doing things.

Restated: If we know what we're after, we'll have a fighting chance of getting there.

Restated: Less professional jargon and more behaviorism will close the destructive gap between our good intentions and our malpractices.

Conclusion 3: More of the same generally breeds more of the same even when we change the nomenclatures and paint Dick, Sally, and Spot brown.

Restated: Don't hassle over the decision about switching from Scott Foresman to ITA, or from Programmed Reading to Ginn 360, or from Tweedle Dee to Tweedle Dum because the best we end up with is Tweedle Dee Dum.

Restated: No matter what the difference is in nomenclature of packaging, the pedagogy in various published "programs" is essentially the same.

Conclusion 4: If we concentrate on engineering a learning environment instead of on child development, neurology, oedipal complexes, dialects, socio-economic levels, nutrition, and other realities, some professors of education might be jobless, but a lot more kids might be literate and happy.

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